

CHAPTER 13

MILITARY HUMAN RESOURCE MANAGEMENT

“You will work with lots of different kinds of soldiers, men, women, different races, different ethnic backgrounds. I will tell they are all high quality people. They have been sought after and they have been recruited and they are very, very good – and they want to show what they can do. They want to be all they can be. We have got to give them that opportunity. To help you, you will deal not only with some of the finest officers, but you will also deal with some of the very best NCO’s that you will ever come in contact with anywhere, anytime. Remember the great potential you have under your leadership. Remember what General Creighton Abrams meant when he said that “the Army is not made up of people, the Army is people.” They are our greatest strength.”

General Dennis J. Reimer, CSA
Remarks to the USMA Graduating Class, 1998

INTRODUCTION

When the Chief of Staff called soldiers our “greatest strength” he might have also said soldiers and their Army civilian counterparts are our greatest resource. Recognizing this fact, the term “human resource management” has been accepted by the Army leadership and over time will be integrated into policy and doctrine currently used to describe the functions of “personnel management” and “personnel administration.” Military human resource (HR) management is the major component of the Army’s overall HR management operations. The name change is but one example of the dynamic nature of the business and signals a change in the HR strategic and operational levels marking the

transition into the 21st century. Today’s challenges require informed decisions on force structure requirements, recruiting and retention programs, quality of life and well-being programs, and personnel readiness from both individual and unit perspectives. HR managers must possess professional and specialized skills to fulfill this mission and maintain the programs that comprise the functions and integrating systems of the HR life cycle model.

THE TRANSITION TO MILITARY HUMAN RESOURCE MANAGEMENT

Within the Army several terms are being added to policy, doctrine, and reference texts to describe the workings of overarching human resource operations.

Management of the system has evolved from a supporting role to that of a strategic enabler for the Army's primary mission. This has led to broader definitions of personnel management and personnel administration. As the transition from personnel management to human resource management takes hold, the HR terminology is being promulgated in policy and used in daily lexicon. The definitions of the related, but distinct terms are summarized as follows.

Human Resources Management (HRM). HRM is the broad management function that integrates military specific HR business competencies, processes, and activities. In the most general sense, HRM is a series of integrated decisions about the employment relationship that influences the effectiveness of employees and organizations.

Military Human Resources Management (MHRM). This is a HRM core function that sustains personnel manning of the force and provides personnel services and support to commanders, soldiers, and families.

Military Personnel Functions. MHRM branches into the three sub-functions of Personnel Manning, Personnel Services, and Personnel Support.

- Personnel manning is the business function orientated towards achieving and maintaining Army personnel readiness or preparedness.
- Personnel services is the function responsible for providing administrative support to organizations, individuals, family members, and retirees.

- Personnel support is the business function that sustains quality of life through morale and welfare readiness of individuals, family members, and retirees.

Military HR Life Cycle Functions.

Thus in a broad sense, MHRM describes the process of managing people by performing the essential functions of planning, organizing, directing, and supervising effective procedures necessary in administration and operation of personnel management. The life-cycle HR management functions are derived from the Army's life cycle model but contain significant variances. The components of the model are as follows.

Military HR Life Cycle Functions.

Personnel Structure. This is the HR dimension of the Army's Force Development function. It is here where personnel requirements and authorizations are determined.

Acquisition. This function ensures the Army is staffed with the correct grades and skills in numbers sufficient to satisfy force requirements. This function has three components.

- **Manpower Management.** The process of linking accession, retention, and promotion targets to Army requirements as measured against military manning program in the PPBES process.
- **Accession and Retention Management.** The process that converts manpower targets to missions and oversees execution.

- **Training Integration.** The establishment of a demand for training programs and a system to control input and tracking of trainees and students.

Distribution. The function of assigning available soldiers to units based on Army requirements and priorities.

Development. This function begins with accession training and continues throughout a soldier's entire period of service. It includes institutional training, self-development, leader development and supporting programs such as the evaluation, promotion, and command selection systems.

Deployment. This function enables the Army to transition from the “prepare mode” to the “conduct of military operations” mode. Deployment includes mobilization, deployment, redeployment, demobilization, reconfiguration, non-combatant evacuation, and repatriation.

Compensation. This function encompasses the management of all pay, allowances, benefits, and financial entitlements for soldiers and retirees. The dollars involved exceed one-third of the Army's Total Obligation Authority.

Sustainment. This function involves the management of programs to maintain and advance the quality of life and well being for soldiers, civilians, retirees, and family members.

Transition. As individuals leave the Active force for either the Reserve Components or civilian life this function provides assistance to soldiers, Army civilians, and family members.

Military HR Integrating Functions.

In addition to the life cycle functions, the HR system includes eight major integrating functions. They are strategic planning, leadership, information management, HR research and development, deployment planning, process management, health, and human relations.

Key Military HR Publications.

Army Regulation 600-8, Military Personnel Management establishes the military personnel management system. It describes the functional structure of the system and sets forth the organizational structures that direct, integrate, and coordinate the execution of the system.

Field Manual 12-6, Personnel Doctrine describes the Army's Personnel Doctrine and how it fits into the Army's current operational concept, as well as how it supports unit commanders and soldiers. It encompasses the management concepts of personnel information and readiness; replacement, casualty, and postal operations; personnel accounting and strength reporting, and other essential personnel services.

AR 600-3, The Army Personnel Proponent System. The Deputy Chief of Staff for Operations (DCSOPS), PERSCOM, manages the Personnel Proponent System. DCSOPS, PERSCOM, designates personnel proponents, assigns their basic responsibilities, and defines the personnel life-cycle management functions. The objectives of the personnel proponent system are:

- identify a single agent (proponent) responsible for all personnel matters

for each career field (officer, warrant, enlisted, and civilian).

- fix responsibility for all career field-related matters.
- ensure that the civilian work force is integrated into the personnel proponent system.
- ensure personnel management policies and programs established by HQDA incorporate career field-related considerations.
- foster awareness and achievement of the objectives of the Officer Personnel Management System (OPMS), the Total Warrant Officer System (TWOS), the Enlisted Personnel Management System (EPMS), and the Civilian Integration into the Personnel Proponent System (CIPPS).

The functions of Personnel Proponency are accomplished through 54 Personnel Proponent offices in conjunction with the PERSCOM. Together the Proponents assist the DCSPER in all personnel-related matters.

The framework for proponency consists of the eight life-cycle management functions: structure, acquisition, individual training and education, distribution, deployment, sustainment, professional development, and separation. The Personnel Proponent System serves as the “honest broker” ensuring fairness, completeness, accuracy, and timeliness of all aspects of the personnel system.

Military Occupational Classification and Structure System (MOCS). The MOCS system translates manpower requirements into specific skills and grade levels. This system is set forth in a combined publication, *Military Occupational*

Classification and Structure UPDATE, AR 611-1– (for policy) and DA PAM 611-21 (for Procedures) which is a combination of officer, warrant officer and enlisted classification and structure guidance. It is published annually by PERSCOM and contains classification and structure guidance for commissioned officer, warrant officer, and enlisted. All changes resulting from the MOCS cycles (1 Dec - 31 May and 1 Jun - 30 Nov) are included. Reclassification guidance is provided through publication of a *DA 611 series Circular* in April of each year.

Within PERSCOM, the DCSOPS manages and controls the system. Changes to occupational identifiers within the MOCS are generally driven by the Requirements Determination Process (see Chapter 2). Personal proponents submit proposed changes to the system in accordance with responsibilities in *AR 600-3* for recommending classification criteria. The Personnel Occupational Specialty Code Edit (POSC-Edit) System, an automated system maintained by PERSCOM DCSOPS, is the official military occupational edit file used to edit and update data on authorized automated personnel systems. The file is updated based on approved revisions to the MOCS. It contains a listing of all authorized commissioned officer, warrant officer, and enlisted identifiers; grades associated with those identifiers; and other personnel information.

HR Leadership and Structure.

Assistant Secretary of the Army (Manpower and Reserve Affairs (ASA [M&RA]). The ASA (M&RA) has principal responsibility for the overall supervision of manpower, personnel, and Reserve Component affairs. General Orders 12, *Assignment of Functions, Responsibilities,*

and Duties within the Office, Secretary of the Army, outlines the specific responsibilities.

The Deputy Chief of Staff for Personnel (DCSPER), as the Army's personnel proponent, determines the broad objectives of the military personnel management system. The DCSPER establishes policy for and exercises ARSTAF proponent supervision of the system's functions and programs.

The CG, Personnel Command (PERSCOM) is the Army's functional proponent for the military personnel management system and operates the Army's active component system within the objectives set by the DCSPER. The CG, PERSCOM also supports the military personnel system's automation requirements in the design, development, and maintenance of personnel databases and automation systems.

The CG, United States Army Soldier Support Institute (USASSI) develops and coordinates operational concepts, materiel requirements, organization and force design requirements, and integrates training in military personnel management into courses of instruction at the Adjutant General School.

The Army's military personnel management system and its supporting force structure are organized for war. Modifications have only been made to accommodate the requirements of peacetime stationing of the force. Personnel units actually perform their wartime missions in peacetime. As the Army transitions to war, only the focus of personnel work changes to match the volume, the difficulty of execution, and the level of hostilities encountered. Despite the

change in focus, however, the basic personnel mission remains unchanged.

Later in this chapter some of the Military Personnel Management System's major subsystems and functional responsibilities will be presented in greater detail.

THE STRUCTURE FUNCTION

There are two key systems used to translate personnel data from the Structure and Composition System.

Personnel Management Authorization Document (PMAD). The PMAD is built from annual updates of the force structure reflected in the HQDA ODCSOPS Structure and Manpower Allocation System (SAMAS) and TAADS files. In between Management of Change (MOC) windows, decisions are often made which cause significant changes to authorizations. An Updated Authorizations Document (UAD) which makes adjustments to PMAD authorizations is produced periodically to capture such changes. The personnel community uses PMAD and its most current UAD as the sole source of Active Army authorizations to Unit Identification Code (UIC), MOS, grade, and Additional Skill Identifier (ASI) level of detail for the current and budget years. The focus of the PMAD and UAD is on detail for near-term distribution. The PMAD is the basis for decisions regarding accessions, training, force alignment, promotions, and distribution of personnel. Throughout this text the term PMAD refers to the PMAD itself or its most current UAD.

Notional Force System (NOF). TAADS, SAMAS, and, therefore, PMAD provide affordable MOS and grade requirements only in the execution and

budget years. For personnel planning through the POM years, ODCSPER has developed a Notional Force that converts broad force structure guidance into MOS and grade projections. The NOF modifies the PMAD to make force structure changes that have been envisioned by ODCSOPS but have not been decided or coordinated. The NOF then generates data at MACOM, Type Code (TYPCO) (MTOE, TDA, AUGTDA), MOS, and grade level of detail. The NOF does not generate UIC level of detail. The output from the NOF is available to users of the HQDA decision support system. Reports are from a menu-driven Personnel Authorizations Module (PAM) and report writer.

In contrast to the PMAD, which is focused on the execution and budget years, the NOF is focused on the program years. Combined with the PMAD the NOF provides a clear picture of affordable authorizations for the Active Army.

When a NOF is not published, for example, because all force structure changes are not announced, the PMAD is the sole document for the execution, budget and POM years. NOFs are built to examine supportability of special projects, specifically the Total Army Analysis programs (TAA).

THE ACQUISITION FUNCTION

There are a number of interrelated documents and systems that are at the heart of the HR acquisition process. They are described below.

End Strength (ES). The total number of personnel authorized by the Congress to be in the Army on the last day of the Fiscal Year (30 September). This is

normally provided in the Defense Authorization Act.

Force Structure Allowance (FSA). The sum of authorized spaces contained in all MTOE units and TDA type organizations.

Total Strength. The total of all personnel serving on active duty in the Army, including soldiers in units and organizations and those Individuals Account.

Operating Strength (OS). Those soldiers available to fill spaces in MTOE units and TDA organizations, sometimes referred to as the 'distributable' inventory.

Individuals Account. This account often referred to as the Trainees, Transients, Holdees, and Students (TTHS) account, is comprised of those personnel unavailable to fill spaces in units. The six sub-accounts are trainees, officer accession students, transients, holdees, students, and USMA Cadets.

The Active Army Military Manpower Program (AAMMP). The manpower program is produced as monthly updates and as decision programs for the POM, OSD Budget Submission, and President's Budget. It is the report produced by the Enlisted Loss Inventory Model-Computation of Manpower Program by Linear Programming (ELIM-COMPLIP) System. Inputs are the latest available strength, gains, and losses. Vital data for the AAMMP comes from (or will come from) several manpower systems, most of which are discussed later in this chapter. These systems include the Officer Aggregate (OA) Model; MOS Level System (MOSLS); the

Trainees, Transients, Holdees, and Students (TTHS) Forecasting System; and the Army Training Requirements and Resources System (ATRRS). It also carries six years of historical loss behavior to use as a projective (predictive) data base. Using a linear program, ELIM-COMPLIP operates within constraints such as end strengths, man years, and recruiting capability to develop an Operating Strength that matches the Force Structure Allowance as closely as possible. Its report (the AAMMP) records and/or projects strength of the Army; losses and gains; Force Structure Allowance; training inputs; the officer, cadet, and female programs; and the TTHS Account.

Total Army Personnel Data Base (TAPDB). An automated, standardized database containing military personnel data to fully support manning and sustaining functions during peacetime and under mobilization required by PERSCOM, AR-PERSCOM, and NGB. It consists of integrated but physically distributed databases (Active Officer, Active Enlisted, USAR, ARNG, and Core). TAPDB Core contains selected data elements from each component database needed to support mobilization.

Standard Installation/Division Personnel System (SIDPERS). This automated personnel information system is the Army's primary personnel strength management system. SIDPERS provides commanders with management information reports; performs automated field records maintenance; and provides automated personnel information to the TAPDB-AE and TAPDB-AO. In fulfilling these functions, SIDPERS acts as a decentralized extension of these data bases.

Currently, SIDPERS exists in different versions for the Active Army, Army National Guard, and U.S. Army Reserve. SIDPERS-3 is a major Army objective to achieve a total personnel information management system. SIDPERS-3 is a standard information management system (STAMIS) being developed under the proponentcy of the DCSPER. It consists of hardware, software, and communications to support information about soldiers and units. SIDPERS-3 will replace all previous active Army versions and will eliminate mainframe processing in the field. Total fielding to the Active force and high priority RC units will be completed in 1999.

SIDPERS-3 features an electronic record on soldiers. There will be multiple databases where a soldier's automated record is located (installation military personnel divisions [MPDs], division/brigade/battalion G/S1s, personnel service battalions, personnel groups/corps AG, and theater PERSCOMs). All echelons of command from units to HQDA will have access to information about soldiers and unit status within hours of change. Personnel changes such as gains/ losses will pass through command channels and update each database in the process to ensure that commanders have current information to support their decision making processes.

In addition to TAPDB, SIDPERS-3 interfaces with other major Army automation systems: The Army Authorization Document System - Revised; Defense Joint Pay System; Reception Battalion Automation Support System; Theater Army Medical Management Information System; and HQDA Installation Support Modules. Future interfaces are planned for the Army Company Information System and Combat Service Support Control System.

During split operations, information on personnel in deployed units will flow from the theater operations back to the sustaining base. The forward personnel element will be responsible for synchronizing data bases in the theater and for transmitting to and receiving updates from the supporting home station.

MOS (Military Occupation System) Level System (MOSLS). This is part of the HQDA decision support system. It is a personnel planning optimization model that computes recommended MOS and grade mix, enlisted accessions, training to support accessions, and in-service reclassification/reenlistment and promotions to maintain force alignment through the POM cycle.

The Officer Aggregate (OA) Model. The Officer Aggregate (OA) Model is the first installment of the HQDA's next generation personnel decision support system, the Active Army Strength Forecaster (A2SF). The OA Model uses goal-linear programming to develop optimal officer accessions, promotion rates, promotion pin on points, and forced losses. It maintains force alignment by minimizing the difference between the desired and projected operating strength in each competitive category and grade. The major inputs are authorizations data, inventory data, loss rates, and promotion targets. The model provides output data that can be imported into spreadsheets or word processing documents for analysis and reporting. The OA Model's outputs support program and budget development, policy analysis, and other management activities.

Active Army Strength Forecaster (A2SF). This system, currently under development by ODCSPER, will replace

ELIM-COMPLIP, MOSLS, TTHS Forecasting System, and OA, in forecasting both officer and enlisted strengths, gains, losses, and force manning. The redesign will occur in four phases, the last to be completed in March 2000. As new processing functionality is developed over this period, it will incrementally replace similar functions performed by the current systems. The enhanced and integrated system will incorporate new capabilities, but, at the same time, will achieve many efficiencies by reducing or eliminating much duplicative processing contained in the current separate systems. Using updated methodologies, the object-oriented design of the new system is expected to provide more accurate and timely forecasting, as well as significantly enhanced detail (rates for specific populations, gender, etc.) to support ODSCPER decisions. Like the current systems, it will draw upon TAPDB for personnel source data and will produce the AAMMP as one of its primary reports.

The Army Training Requirements and Resources System (ATRRS). ATRRS is an automated information system that provides input to training management information for HQDA, MACOMs, schools, and training centers during both peacetime and mobilization operations. The system contains information at the course level of detail on all courses taught by and for the Army. A major product of ATRRS is the Army Program for Individual Training (ARPRINT).

The Army Program for Individual Training (ARPRINT) Process. The ARPRINT is a mission document that provides officer and enlisted training requirements, objectives, and programs for the Active Army, Army Reserve

Components, DA civilians, other U.S. Services, and foreign military. Training is planned and executed on a fiscal year basis and the goal is to train sufficient numbers in each MOS/branch and functional area so that the total trained personnel in each MOS/branch and functional area equals the projected authorization as of the end of the fiscal year.

Military Manpower Management.

In Chapter 5 we addressed unit structure and force planning. It describes how the force is sized and configured and how that force is accounted for in the documentation system. This section, which should be viewed as an extension of Chapter 5, will focus on how the Army manages manpower and personnel once the force is configured and sized.

Manpower management at the macro level is the function of determining requirements, obtaining manpower, and allocating resources. It includes the determination of minimum-essential requirements, alternative means of providing resources, and policies to be followed in utilization of manpower. It involves the development and evaluation of organizational structure and review of utilization. It includes soldiers in the Active Army, Army National Guard, and Army Reserves, Army civilian manpower assets, and certain contractor assets when a requirement is satisfied by contractual services rather than by Army military or civilian personnel.

Manpower managers deal with human resource requirements from the perspective of the organizational structure in which they will be most efficiently and economically used. First, they focus on requirements demanding explicit grades and skills to perform specific tasks. Then, they

focus on determining which requirements will be supported with authorizations (“spaces”). Finally, they combine force structure authorizations with requirements in the TTHS Account, also referred to as the Individuals Account, to determine the needs of the Army by grade and skill within constraints that exist. Simultaneously, HR managers focus on supporting requirements through the acquisition, training, and assignment of personnel (“faces”) to authorized positions.

The Congress, the Office of Management and Budget (OMB), the Office of the Secretary of Defense (OSD), and the Office of the Secretary of the Army (OSA) are not directly involved in the management of military personnel. They do, however, establish policies that restrict the availability of this resource or limit the management latitude available to those involved in personnel management. For example, policies which limit permanent changes of station (PCS), establish tour lengths, set officer grade limitations, or place a ceiling on the hire of local national personnel can severely limit the flexibility of personnel managers. OSD and, to a more limited extent, OMB, are involved in the force-structuring process. At the federal level, the Office of Personnel Management (OPM) is totally immersed and is a driving force in civilian personnel management.

Managers above the DA level are concerned primarily with the management of spaces, while at descending levels below HQDA they are increasingly concerned with the management of people and their associated costs. Much of the work at the departmental level involves decision dealing with the aggregate of the force structure and inventory rather than the subsets of grade and skill. At lower levels the HR process turns its focus more towards the “faces” and

STRENGTH RELATIONSHIPS

$$\text{TOTAL STRENGTH} = \text{OP STR} + \text{TTHS}$$

OR

$$\text{OPERATING STR} = \text{TOTAL STR} - \text{TTHS}$$

$$\text{OpSD} = \text{OP STR} - \text{FSA}$$

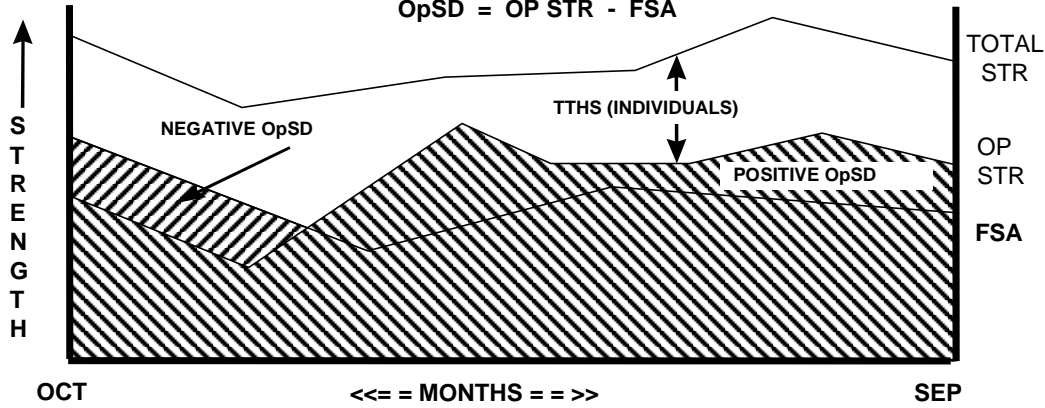


Figure 13-1

the management of people. Whenever the force-structure changes there is a significant cause and effect relationship on the many systems that support manpower planning and HR management.

Manpower Management at HQDA.

In managing military manpower at the macro level, the key measurement used by HR managers is the Operating Strength Deviation (OpSD). OpSD is a measurement of how much the Operating Strength (faces) is deviating from the force structure allowance (spaces). The Operating Strength (OS) must not be confused with the FSA. However, the anticipated size of the OS gives a good idea as to how large a structure can realistically be manned. Throughout the year there can be many causes for these deviations, such as unpredicted changes in retention rates and seasonal surges in acquisitions. Personnel managers must constantly monitor the OpSD and adjust personnel policies to ensure the Army has an

optimum match of faces to spaces. At the same time, the Army must comply with the congressional mandate to be at the authorized end strength on the last day of each fiscal year.

Although the goal is to minimize the difference (delta) or deviation between the FSA and the Operating Strength, some deviation, the OpSD, almost always exists. A positive deviation (Operating Strength greater than FSA) means personnel are present in units in excess of structure requirements. A negative deviation (FSA exceeds Operating Strength) means the structure is larger than the quantity of personnel available to fill it. The Operating Strength is easily computed by subtracting TTHS personnel from the total strength. The Operating Strength Deviation is computed by subtracting the FSA from the Operating Strength.

The size of the Operating Strength is affected by fluctuations in the two elements employed in its calculation: the total strength (“End Strength” at year end) and

total TTHS at any particular time. Changes in the Operating Strength over time and the magnitude of the FSA affect the Operating Strength Deviation. Either could potentially be adjusted to minimize the deviation. Often these quantities are compared only at the end of the fiscal year (end strength). However, it is often much more meaningful to view the situation on an average throughout the year by calculating man year values for each of these quantities. This provides more information than the frequently atypical and skewed end strength picture, which represents only one day in the entire year. Figure 13-1 illustrates the relationships between the components of the force just discussed.

The total number of personnel in TTHS will fluctuate considerably throughout the year due to a variety of reasons, such as the seasonal increase in transients during the summer and in trainees during the fall and winter (except December). Past experience and estimates of the effects of policy changes, make the number of personnel in this account fairly predictable. In the recent past it has averaged about 13% of the total strength.

By knowing the TTHS and total strength projections, manpower planners can easily determine the size of the Operating Strength and use that as a basis for developing an FSA for building authorized units. TTHS, FSA, and OSD projections are all contained in the Active Army Military Manpower Program (AAMMP).

The number of personnel in the TTHS is often directly attributable to the personnel policies in effect. Professional development decisions, tour length decisions, and training policies are but a few examples of policies which affect the size of TTHS. Since TTHS has a direct effect on the faces available for FSA manning, these same

policies have a direct impact on the number of units and organizations which the Army can field. Thus, manpower and personnel managers face a constant challenge to ensure a balance exists between the use of authorized spaces and the acquisition, training, and distribution of personnel assets to meet the needs of the Army. The stated personnel needs of the Army as expressed in its various organizational documents change on a daily basis as different units and organizations are activated, inactivated, or changed. However, the process of providing personnel to meet these changing needs is much slower.

Military Force Alignment.

Force alignment is “managing changing faces and spaces” simultaneously by grade level and career management field/military occupational specialty (CMF/MOS)—reshaping a force today to also meet tomorrow’s needs. The always changing AAMMP, PMAD, and budget are intensively managed monthly for the PPBES six-year cycle (see Chapter 9), ensuring military personnel strength is skill-qualified and available for distribution. Force alignment strives to synchronize military personnel programs: promotions, recruiting, accessions, training, reenlistment, reclassification, and special and incentive discretionary pay. Simultaneously, every effort is made to provide professional career development consistent with Army force manning levels for qualified soldiers. Management forums are the Functional Area Assessment (FAA), Functional Review (FR), Personnel Functional Assessment (PFA), Structure Manning Decision Review (SMDR), Monthly Military Personnel Review (M2PR), Training Resource Arbitration Panel/Process (TRAP), and quarterly Career Management Field (CMF)

Reviews. Representation in shaping the officer and enlisted forces involves the entire personnel community in varying degrees of programming and execution. MOSLS is a major planning tool for enlisted force alignment analysis. The goal—to achieve a PMAD grade-CMF/MOS match to Operating Strength for the current year, budget year, and program years.

Enlisted Procurement.

Based on input from the PMAD (authorizations by skill and grade), the TAPDB–AE (skills and grades on hand), and the AAMMP (projected accessions in the aggregate), the MOSLS projects the numbers and training requirements for the various MOSs. This in turn is used to develop the Annual Program (ANNPRO) and the ARPRINT and feeds the training information management system (ATRRS) which is linked to the recruiting and training reservation system (REQUEST) and the reenlistment reservation system (RETAIN) (Figure 13-2).

The mission of the U.S. Army Recruiting Command (USAREC) is to obtain the quantity and quality of recruits to meet both Active Army and USAR requirements. Enlistment options provide the vehicle by which Army applicants are attracted. The option packages vary and contain such incentives for applicants as training guarantees, unit/station of choice assignments, guaranteed periods of stabilization in a specific unit or area, and payment of bonuses or education incentives for enlisting for a particular skill. Additionally, the length of the enlistment period varies for certain options and skills.

Quality Constraints. The recruiter is constrained by quality standards which must be met. A potential enlistee is classified as a

result of an Armed Services Vocational Aptitude Battery (ASVAB) which has 10 aptitude areas. Aptitude battery results place individuals into test score categories and determine both basic enlistment and specific MOS eligibility. Both law and Army policy constrain the number of certain test categories the recruiting force may enlist. The Army non-prior service (NPS) accession quality program seeks to maximize the number of high school diploma graduates and those in the upper test score categories, with a ceiling established for the lower test score categories.

MOS Training Targets. Title 10, *United States Code*, requires that all new soldiers receive twelve weeks of Initial Entry Training (IET) prior to becoming available for deployment. All new soldiers recruited by USAREC contract for a specific MOS which is supported by a resourced training seat. Using projections from MOSLS, PERSCOM projects annual IET requirements for new soldiers in the Annual Program (ANNPRO) for each MOS. These requirements then feed into the Army Training Requirements and Resources System (ATRRS). In ATRRS, IET requirements combine with professional development and other training requirements and are presented at the Structure Manning Decision Review (SMDR) for resourcing. Once resourced by the Army leadership, all resourced training requirements are identified in the Army Program for Individual Training (ARPRINT) (Chapter 15).

Management of Recruiting Objectives. The Recruit Quota System (REQUEST) is an enlistment and training space management system designed to support the

ENLISTED PROCUREMENT

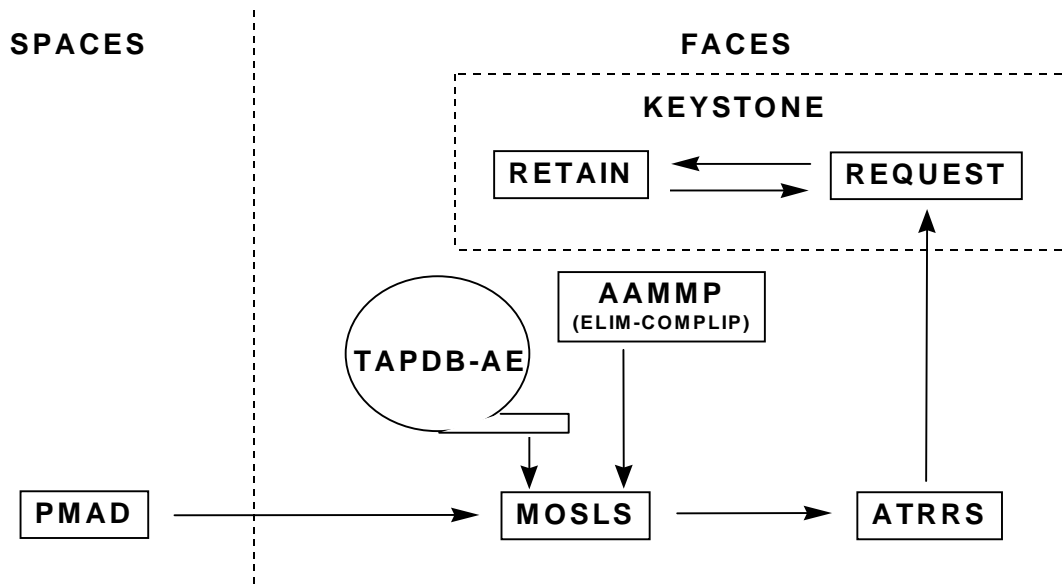


Figure 13-2

Army's recruiting and Reserve Component retention missions. The system is a worldwide, real-time, interactive system and is the controlling element for recruiters and Reserve Component Retention NCOs in translating aggregate mission objectives to the MOS needs of the Army. It uses a worldwide telecommunications network with remote data terminals accessing a common data bank containing the Army's training requirements determined by the ARPRINT. ATRRS provides class schedules and quota allocations to REQUEST which becomes visible to Army recruiters to enlist soldiers to fill those quotas. The system provides reservation processing for enlistment options, accession controls, and management information reports from remote data terminals.

REQUEST, designed to enhance the efficiency of Army recruiting, provides the Army with a means of allocating training resources to accessions. Enlistment options during periods of nonmobilization result

from a review of the applicant's qualifications based on the ASVAB, physical testing, individual preference, and Army MOS requirements. An automated matching algorithm aligns the applicant's qualifications and aptitudes to the Army's needs. Qualification checks and other features of the system preclude erroneous enlistments into skills for which the applicant does not qualify.

The REQUEST Unit Distribution Program (RUDIST) adds a unit vacancy and distribution guidance file to the REQUEST System. A portion of the training spaces for those MOSs available under an enlistment option that guarantees a first assignment is allocated to specific units and stations. Allocations of first assignment are based upon projected unit requirements and distribution policies.

The REQUEST System is the controlling element for recruiters in translating aggregate recruiting objectives to the MOS needs of the Army.

Military Entrance Processing Station (MEPS). Once the recruiter has determined the applicant's desire to enlist and his areas of interest, he can administer an Enlistment Screening Test which gives an informal indication of how the applicant might fare on the ASVAB. If the applicant continues his interest, he goes to a MEPS for further processing.

The MEPS is a jointly-staffed Service activity charged with aptitude testing, medical examination, moral evaluation, and administrative processing of applicants for the Armed Forces. DA is the DOD Executive Agent for the MEPS. The Military Entrance Processing Command (MEPCOM) commands and controls the MEPS.

Warrant Officer Procurement.

Warrant Officers are single-specialty, system-oriented officers appointed based on technical competence to perform in a single function for an entire career. USAREC procures Warrant Officer candidates for the Active Army. ODCSPER develops a recruiting goal by Military Occupational Specialty (MOS) for each fiscal year. USAREC uses this and an internally created lead refinement list, to direct recruiting efforts, especially for hard-skill MOSs with existing or projected critical shortages. Most applicants for non-Aviation MOS come from the Active Army enlisted ranks, primarily SGT-SSG, while Aviation applicants generally come from outside the Army. Applicants also come from other in-service sources such as enlisted personnel from other Services, commissioned officers, and members of the Reserve Components.

Applications of all eligible individuals are evaluated by a HQDA selection board. USAREC conducts the selection board which is composed of a field grade officer

Board President and warrant officer members from each branch with applicants to be considered. Those recommended by the board are slated to attend, in a candidate status, the Warrant Officer Candidate School (WOCS). Upon completion of WOCS, candidates receive conditional appointment to the grade of WO1. Each WO1 attends the appropriate Warrant Officer Basic Course (WOBC) to complete certification training and upon graduation their appointment becomes permanent.

The recruitment, application processing, and selection of warrant officers for the Army Reserve is performed in a similar manner as the Active Component. However, USAREC recruits warrant officer candidates against specific Army Reserve unit vacancies. In addition, USAREC accepts and processes applications for AGR, IMA, and IRR vacancies. The Army Reserve uses boarding and school-slating procedures similar to those used by the Active Component. The Army National Guard solicits applications through announcement of vacancies through an internal recruiting effort. The boarding and school-slating procedures are as determined by each individual state's Adjutant General. All reserve component WO applicants attend WOCS and WOBC. A reserve component version of WOCS and most WOBCs is available.

Commissioned Officer Procurement.

The PMAD is the basis for projecting officer requirements while the ARPRINT projects the FY officer training needs of the Army by career field. This projection is based on an analysis of the current inventory and the known losses as determined by PERSCOM and the Special Branches (Chaplain, Judge Advocate General, and Army Medical Department).

There are some very important constraints associated with the management of officer end strength. First, OSD, with the consent of Congress, mandates officer strength ceilings. Second, *Title 10, U.S.C.* restricts the numbers of officers serving in the grade of major or higher. Third, enough new officers must be brought into the Army each year to ensure an adequate number of trained individuals by grade, branch, functional area, and skill are available, assuming normal attrition, to meet Army requirements over the life cycle of the year group. There is a definite floor below which failure to procure enough officers in a given year will result in a future shortage by grade.

Officer Sources. Sources of officer procurement for Basic Branch officers include the Officer Candidate School (OCS), Reserve Officers' Training Corps (ROTC), and United States Military Academy (USMA). Approximately 1,000 officers are commissioned annually from USMA and about 400 from OCS. Additional FY requirements are determined by DCSPER and filled through ROTC programs and Special Branch Programs. To supplement the above precommissioning programs, a few officers may be accessed each year through direct appointments, recall of reserve officers, recall of retired officers, and the reinstatement of temporary disability retirees.

OCS. OCS at Fort Benning, Georgia, trains and commissions officers for the Active and Reserve Components. Active Component OCS graduates receive an U.S. Army Reserve (USAR) appointment and incur a three-year active service obligation. Reserve Component graduates receive an USAR appointment and revert to Reserve status after completing Officer Basic Course (OBC).

In-service candidates are enlisted soldiers serving on active duty. Semiannual selection boards at PERSCOM select qualified soldier applicants for OCS. Branches are assigned based on the needs of the Army and soldier qualifications and preferences.

ROTC. The majority of new officer accessions each year are commissioned through ROTC which trains and commissions officers for both the Active and Reserve Components. Cadets receive an U.S. Army Reserve (USAR) appointment. They may serve in the Active Component as an other than RA (OTRA) officer. Reserve Component duty is limited to USAR/ARNG officers. Branching is accomplished through a HQDA board based on the needs of the Army and the cadet's qualifications and individual preferences. All ROTC commissioned officers incur an eight-year service obligation and fulfill it in one of the following ways:

- ***Active Component.*** Scholarship cadets have a four-year active-duty obligation, while nonscholarship cadets have a three-year obligation. The remainder of the eight-year obligation is served in the Reserve Components.
- ***Reserve Components.*** Scholarship cadets must serve in a Troop Program Unit (TPU) all eight years, while nonscholarship cadets must serve at least six years in a TPU. The remaining two years may be spent in the Individual Ready Reserve (IRR).

USMA. The USMA trains and commissions officers for active duty. A formal branch selection procedure based on branch quotas established by HQDA is conducted at West Point during the cadets' senior year. Effective with the Class of 1996,

the active duty service obligation for USMA graduates was increased from five to six years and they receive other-than-RA (OTRA) commissions.

Special Branches. The Special Branches generally procure officers through their individual programs, and service obligations vary depending upon the program. Recently, Medical and Chaplain officer procurement has been assigned to the U.S. Army Recruiting Command.

THE COMPENSATION FUNCTION

Compensation is a recent addition to the Military HR Life Cycle functions. It achieves this status based on the significant cost of the program (over one third of the Army's Total Obligation Authority) and that only through controlling the cost drivers (number, grade, and skill of soldiers) can the Army manage the dollars appropriated by the Congress.

The Army's personnel assets are centrally managed and so are Army resources tied to these assets. We pay against the inventory (assigned strength), but authorizations and personnel policies are the cost drivers. For FY99 the Military Personnel, Army (MPA) Appropriation is \$20.8 billion. Additional costs for RC pay and entitlements (NGPA and RPA) and personnel costs from Operations and Maintenance (OMA, OMNG, OMAR, Other Procurement (OPA), Research, Development, Test and Evaluation (RDTE) appropriations raise this total to \$28 billion.

Personnel management policies, force structure decisions, and content of the force influence the MPA appropriation requirement. Among these cost drivers are following:

- Pay rates.

- Stationing plans and manpower.
- Clothing bag.
- Entitlements.
- Reenlistment rates.
- Marital status.
- Size of OCONUS Army and overseas station allowances.
- Tour lengths.
- BAQ/VHA
- Force changes.
- Grade and skill content.
- Entitlements.

The MPA account pays the force, moves the force, subsists the force, and supports the force. Pay includes pay and allowances for officers, enlisted, and cadets. Movement is managed under the PCS account, which is sub-divided into accessions, separations, training, operational, rotational, and unit moves. Subsistence provides payment for the Basis Allowance for Subsistence and Subsistence in Kind. Finally, support comes in other military personnel costs such as education, adoption, unemployment, death gratuities, and survivor benefit programs.

At the departmental level, all personnel related programs are contained within the Manning Program Evaluation Group (PEG). The Manning PEG has responsibility to determine the valid requirements for those programs in Figure 13-3. All should come together in providing the right and right skills, at the right place and time.

THE DISTRIBUTION FUNCTION

Enlisted Distribution and Assignment.

Distribution Challenge. In theory, the distribution planning and assignment processes place the right soldier in the right

Manning Programs

Pay

Military Pay, Army (MPA)
National Guard Pay, Army (NGPA)
Reserve Pay, Army (RPA)
Military Technicians (ARNG)

Service Wide Support

Acquisition Corps
Army Broadcasting
Chaplain Support Agency
Correctional Facilities
Disposition of Remains
Regional CPO
Civilian Personnel Offices

Special Programs

Army Career Alumni Program
Bands (Special & Garrison)
Boy/Girl Scouts
Golden Knights
Junior ROTC
Army Museum Program
Veterans Education Assistance Pgm

Readiness

Examining (MEPCOM)
PERSCOM/ARPERCEN
Reception Battalions
Recruiting & Advertising
Reserve Recruiting/Retention/Fam Spt
Officer accession programs

Automation Support

SIDPERS-3
ACPERs
KEYSTONE
PERMS
MEPCOM Automation
ARPERCEN Automation
Total Army Personnel DB
PERSCOM Automation Spt
USAREC Automation Spt

Leader Development

Army Continuing Education System
Tuition Assistance
Army Civilian Training & Education
Development System (ACTEDS)
Civilian Intern Program
ARNG Continuing Education

Figure 13-3

skill at the right place at the right time. In fact, the system does a very creditable job for those MOSs and grades which are nearly balanced, those for which the overseas-to-sustaining base ratio is supportable, and for those in which there is a high density of personnel in substitutable skills. The problem arises in the MOS where these conditions do not exist, and a sharing of shortages is required for all commands. When certain commands, or organizations, are exempted from the “shortage-sharing” requirements based upon special guidance, it compounds shortages to be shared by the organizations lower in priority. However, the readiness cost of this compounded “shortage-sharing” comes to light when each organization must assess its mission capable status in the monthly Unit Status Report (USR).

The USR displays an objective and subjective evaluation by the commander as to what degree of readiness his unit has achieved for the past month. To provide documented backup to his evaluation, the commander begins the manipulation of personnel: cross-leveling of unit strengths by MOS, filling critical vacancies with qualified personnel despite MOS considerations, and, where appropriate, initiating reclassification actions. The resultant impacts are MOS mismatch, misuse, and turbulence for the people involved—all adverse impacts in the areas of promotion, specialty pay, and career development. Granted many of these moves are mission essential, but many are precipitated solely by the pressures of monthly status reporting.

In an effort to fix this problem, *AR 220-1: Unit Status Reporting* states: “In

preparation for computation of personnel data, commanders are discouraged from moving soldiers from one unit to another; in effect breaking up cohesive groups solely to cross-level for unit status reporting purposes.” Enlisted personnel distribution is a very complex business, replete with pitfalls and shortcomings because of the rapidly changing variables which exist—force structure changes, recruiting success, training attrition rates, retention rates, military personnel authorizations, dollar constraints, and most of all, the unpredictability of the individual soldier, his health, and his family. All of these variables point up the critical factors which govern successful distribution—the accuracy and timeliness of the data bases being used for analysis. Authorizations not approved and posted expeditiously to PMAD and individual change data not properly reported for posting on the TAPDB-AE make the already complicated distribution system less responsive.

Distribution Planning and Priorities.

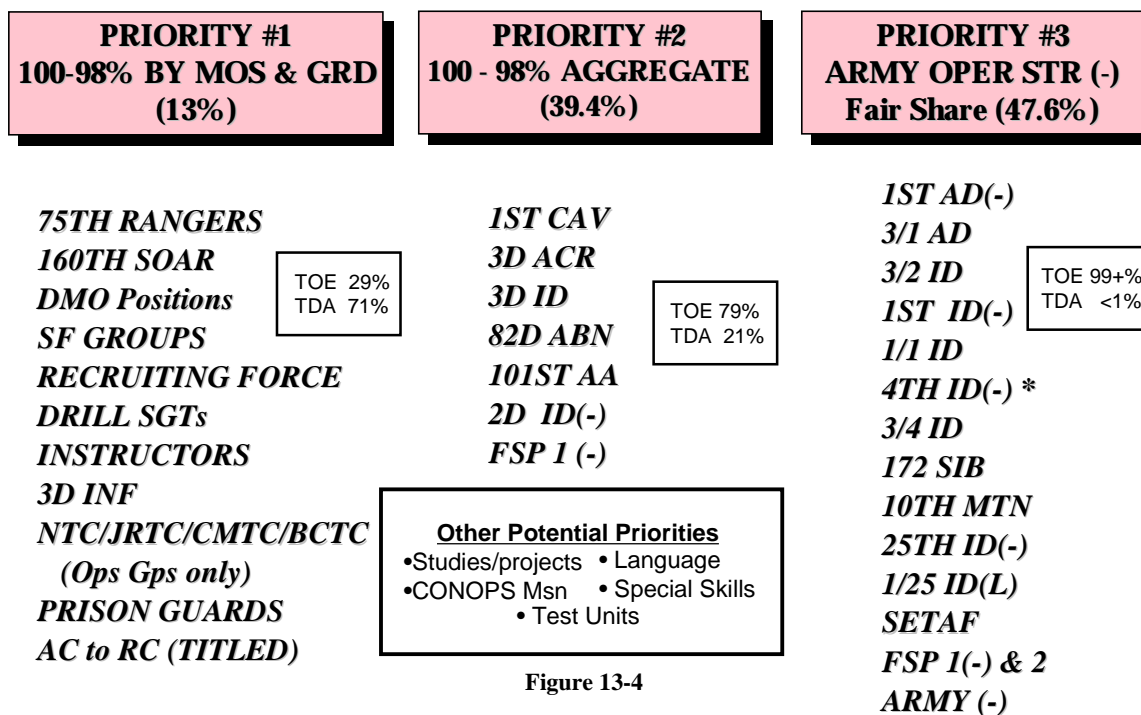
The basic document which defines priorities for the distribution of enlisted personnel to all units/activities is the FY HQDA Active Component Enlisted Distribution Policy. ODCSPER publishes and distributes this guidance to PERSCOM and to MACOMs for implementation to unit level. The policy encompasses initial assignments, Permanent Change-of-Station (PCS) reassignments, reassignments within commands, and unit moves. Distribution is driven by requirements to man approved authorizations documented in PMAD/UAD, Directed Military Overstrengths (DMO), Space Imbalanced MOS (SIMOS) overstrengths, and overstrength in specific high priority units. Distribution is affected by recruiting and retention goal achievement; unprogrammed

losses; and fiscal constraints affecting promotions, PCS movements, and end strength. Priorities are derived from Personnel Priority Group (PPG) codes in the DA Master Priority List (DAMPL). Also, special priorities are based on operational and training requirements for special skills, such as Ranger qualifications and linguists and may not necessarily correspond to the PPG. Current distribution guidance is shown in Figure 13-4.

The enlisted force is currently being distributed against three fill priorities established by DA DCSPER. For Fill Priority 1 units and excepted positions, fill will be 100% of authorizations by grade and MOS. Fill Priority 1 encompasses PPG 1 and PPG 2 units, recruiting, drill sergeant and instructor positions, prison guards, the Operations Groups at NTC and JRTC, Battle Command Training Program, the Old Guard, the Active Component to Reserve Component (AC to RC) Program, and several other special management commands. Fill Priority 2 units, which are composed of the contingency force (1st Cav, 3rd ACR, 3rd ID (M), 82d Abn, 101st AA), selected fire support packages and the 2nd ID (M), are to be filled 100-98% of authorizations in the aggregate. Fill Priority 3, the rest of the Army, is filled with the balance of the enlisted force.

Specific Distribution Guidance. To meet national security and preeminent Army objectives, the contingency force, the 2nd ID, and specific early-deploying forces are manned at near steady-state levels. European Troop Strength (Western and Southern Europe) is governed by Congressional mandates, OSD ceilings, Program Budget Guidance, Military Manpower Strength Projection Report by region and country, Structure and Manpower Allocation System

UNIT FILL PRIORITIES



(SAMAS), and NATO Guideline Areas (NGA). PERSCOM manages the aggregate enlisted strength against PMAD authorizations. Fill will be “fair share” consistent with its fill priority. The management of Northeast Asia Troop Strength (NEATS), which includes Army forces in Korea, Japan, and the Philippines, is against a DOD ceiling. This targeted ceiling cannot be exceeded as of the end of the fiscal year. Certain units in FORSCOM and SOCOM are maintained at a higher level of fill than other forces. Whenever a unit is deliberately overmanned, another unit has to pay the bill by going short of PMAD authorizations.

Enlisted Distribution Target Model (EDTM). The EDTM is an automated system which creates enlisted distribution targets by MOS, grade and UIC. The model fills each UIC reflected in the PMAD with

projected available inventory from the MOS Level System (MOSLS) in accordance with the DCSPER Distribution Policy. This results in an optimum distribution of scarce resources consistent with distribution policy fill priorities. The EDTM constrains the assignment process to coincide with the projected operating strength targets. It represents the assets the Army realistically expects to be available for distribution.

The EDTM is maintained by the Enlisted Distribution Division, Enlisted Personnel Management Directorate, PERSCOM. The targets are produced monthly. EDTM targets for grade bands E1-4, E5-8 and E9 for months Calendar Month (CM) +6 through CM+12 are visible to field personnel managers via PERNET using the Enlisted Distribution and Assignment System.

* 100% aggregate

ENLISTED AUTOMATION MANAGEMENT SYSTEMS

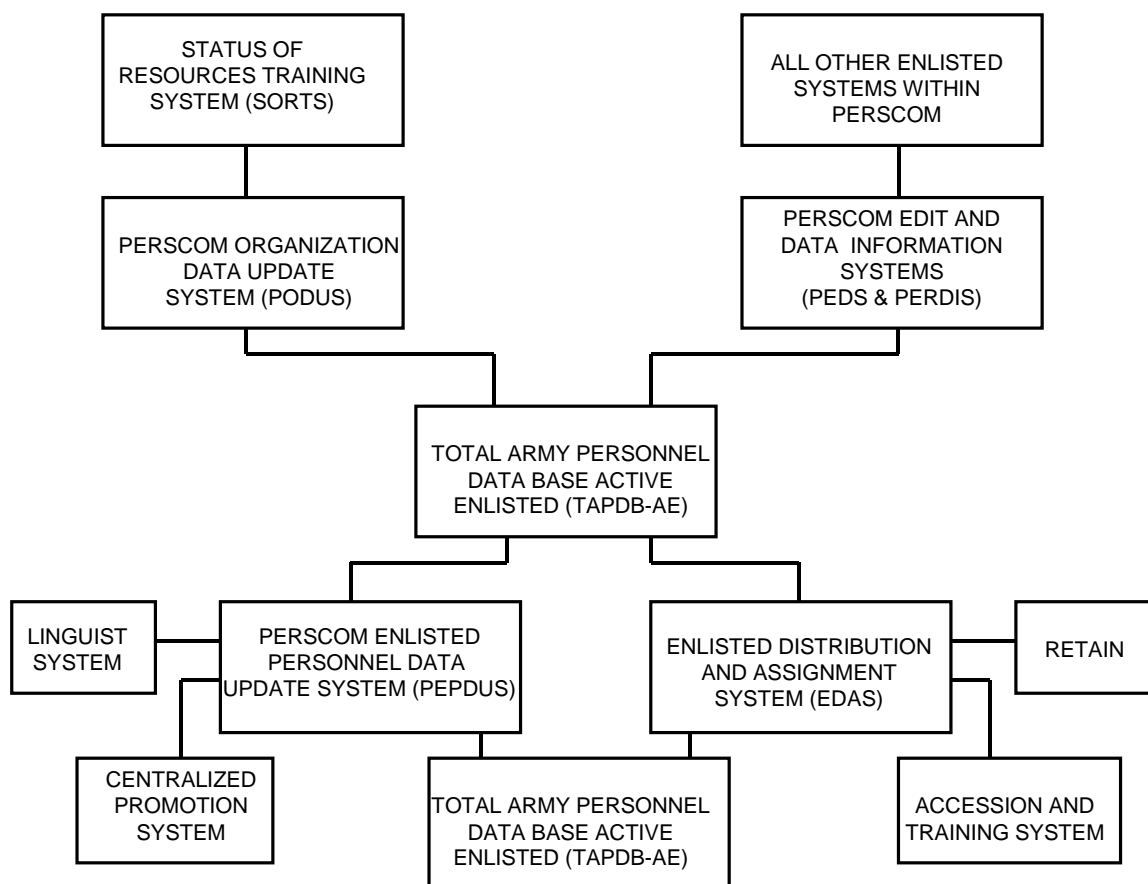


Figure 13-5

Management Systems. PERSCOM uses several automated data-processing systems to distribute, manage, and develop active duty enlisted personnel. These new systems described below were implemented between May 1990 and September 1991 (Figure 13-5).

Total Army Personnel Data Base (TAPDB) is the heart of the overall system. It consists of three logical components containing personnel, requisition, and organizational data. The personnel component (PER DB) contains personnel information on every active duty soldier in the U.S. Army. PERSCOM and ODCSPER use this information to determine the Army's

readiness, strength, promotion eligibles, reassignable personnel, and training requirements. The requisition component (REQ DB) contains information on requirements to move individuals and information on those who have been directed to move (assignments). The organization component (ORG DB) contains information on location and status of U.S. Army units; it does not contain any authorization or unit strength information.

PERSCOM Enlisted Personnel Data Update System (PEPDUS) is one of the major systems used to update the data on the TAPDB. It consists of two components, a batch component and an on-line, interactive

component that allows managers worldwide to query and update personnel data.

The batch component receives transactions daily from other systems. The primary source is SIDPERS, but other sources such as the Centralized Promotion System and the Enlisted Distribution and Assignment System (EDAS) submit transactions. PEPDUS is also designed to support mobilization. During a mobilization scenario it is able to process over 500,000 transactions daily. As PEPDUS updates the TAPDB, it also creates transactions that are passed back to SIDPERS (receipt notices, update transactions, DA error notices, etc.), transactions to update the TAPDB Mobilization Data Base (TAPDB-MOB), and feedback to other systems. It also creates a file every week which is used by the ODCSPER for strength accountability and projections.

The on-line interactive component allows EPMD managers to update data items on the PER DB. Some examples are CONUS and OCONUS assignment preferences, assignment eligibility, and date eligible for return from overseas (DEROS). As EPMD managers update, PEPDUS creates and sends update transactions to the SIDPERS Personnel File.

Enlisted Distribution and Assignment System (EDAS) is an on-line system which allows EPMD managers to review and update requisition and assignment data. It also provides reports for those managers for strength management of the force. It has several batch programs that exchange information with external systems. Currently, EDAS processes millions of on-line queries/updates each month, and over 95% are processed in less than two seconds each.

EDAS allows EPMD distribution and assignment managers to work with one collection of information on the same computer. Under previous systems, updates to information occurred only during the weekend; updates are now instantaneous. Consequently, decisions made by one manager are immediately available to all other managers. Moreover, EDAS provides field users the capability to view and in some cases update the same information that distribution and assignment managers use to make decisions. Finally, EDAS reduces the time to validate a requirement, select a soldier to fill the requirement, and transmit the assignment instructions to the field. A more detailed explanation on how EDAS is used in distributing and assigning soldiers is presented in a subsequent section.

PERSCOM Edit System (PEDS). One of the major undertakings associated with the development of TAPDB, EDAS, and PEPDUS was the standardization of all data fields used in the system. In order to properly exchange data with nonstandardized systems, such as SIDPERS, numerous conversion rules were developed and stored in a central repository called PEDS. PEDS is an active dictionary which provides information about data fields, codes, and conversion data. PEPDUS and EDAS access PEDS to obtain the rules for editing and converting data.

These systems, and others not described here, establish a new standard for on-line, interactive, data base-oriented, automated data processing within the personnel community. They not only support peacetime requirements, but also support mobilization scenarios. The TAPDB-AE provides a central source for all data. PEPDUS reduces the time to process SIDPERS transactions from days to less than 24 hours and provides for on-line,

immediate update of select data fields. With EDAS, personnel managers can expeditiously create a requisition, determine who is best qualified to fill the requisition, and make the assignment on a single system.

Assignment of Newly Trained Personnel. Permanent unit assignments are based on input to PERSCOM from basic and advanced individual training centers via the Student/Trainee Management System–Enlisted (STRAMS–E), a module within the Army Training Requirements and Resources System (ATRRS). Information is passed by ATRRS to the Automated Control of Trainees (ACT) system which processes newly trained personnel for assignment.

If an individual has an enlistment agreement for a unit in an area, he/she is assigned according to the enlistment contract upon satisfactory completion of training. Soldiers who have no unit/area options are assigned against requirements in accordance with a distribution plan prepared by PERSCOM. Assignment instructions are generated by ACT and sent directly to losing commands via ADTRANS. The transaction is also processed through EDAS and is posted to the TAPDB. EDAS advises the gaining command of the assignment by ADTRANS.

Enlisted Distribution Management. PERSCOM Enlisted Distribution Division manages the strengths of Major Overseas Commands, FORSCOM and TRADOC installations in CONUS, and Special Management and Functional Commands worldwide. Strength managers at PERSCOM project the assigned strength of an activity ranging from the current month's strength out to 12 months, and determine how many soldiers are needed each month to ensure the commands meet targets

established by the FY Enlisted Distribution Policy. These aggregate totals (arranged by individual rank and rank bands, i.e., PVT-SPC, SGT-SSG, SFC-SGM, and SGT-SGM) are the basis for transition into individual MOS requirements. These "Top of the System" strength managers then determine how many requisitions for replacements should be submitted by field commanders.

Overseas Requisitions. Requirements for Korea, USAREUR, USARSO and USARPAC are analyzed 10 months into the future (8 months for USARPAC). Using the EDTM targets, distribution managers allocate requisitions to each command at the 4-character MOS level, allowing commands 2 weeks to submit requisitions at the 9-character MOS level, including any other special requirements.

CONUS Requisitions. For CONUS installations, requisitioning is partially constrained through a process known as Requisition Allocation Plan–CONUS (RAP–C). Since fill of vacancies in CONUS commands is based on eligible overseas returnees, RAP–C keys on Date of Expected Return from Overseas Assignment (DEROS) data in the TAPDB–AE and calculates the number of soldiers in an MOS and grade who are expected to return to CONUS in a requisition month (two months after DEROS month). CONUS requisitions are normally validated 12 months out. Distributors at PERSCOM, using the Enlisted Distribution Target Model (EDTM), allocate these soldiers. If the EDTM requires more requisitions than soldiers returning from overseas, additional requisitions are loaded, which will require CONUS-to-CONUS moves.

The next effort for HQDA distribution managers is validation, whether for CONUS or OCONUS. If an apparent over or under requisitioning exists, the manager attempts to resolve the discrepancy with the command/installation prior to making a decision to validate, or not validate, requisitions. Discrepancies in the two projections may be caused by a proponent-approved authorization change at the unit level not yet recorded in PERSACS, or by more current authorizations data available to PERSCOM through the use of the PMAD, or by more current gain and loss data. The problem is resolved prior to the submission of the validated requisitions for assignment processing in the EDAS.

Distribution managers continually monitor command and installation strength projections and adjust accordingly. Deletions, authorization changes, and other variables may create need for top loading or canceling requisitions.

Enlisted Distribution and Assignment System (EDAS). EDAS (generally described in an earlier section) consists of several major subsystems: Management Information, Requisition, Policy, Nomination, Assignment, and Personnel are the Major Subsystems.

EPMD distribution managers use the Management Information Subsystem to determine an organization's authorized, assigned, and projected strength. Managers can obtain this information by MOS, skill, CMF, grade, Special Qualification Identifier (SQI), Additional Skill Identifier (ASI), language, location (installation, state, country), command, requisition activity code, TPSN, and/or UIC. As described in the preceding paragraphs, this information is used to determine the number of valid

requisitions needed to maintain that organization at an acceptable strength level.

After the distribution managers determine the number of valid requisitions, the assignment managers must fill them. The Policy and Nomination Subsystems assist assignment managers by recommending which soldier should be assigned to each requisition and also provide alternate recommendations.

The Policy Subsystem allows EPMD managers to enter assignment policies into EDAS. For example, soldiers with Homebase/Advanced Assignment Program (HAAP) agreements can only be recommended for assignments which fulfill HAAP agreements.

The Nomination Subsystem determines the eligibility of soldiers for particular requisitions and recommends (nominates) the best qualified soldier for each specific requisition. The assignment manager reviews the nomination using the Nomination Review module in the Assignment Subsystem. If the manager concurs with the nomination, it is converted into an assignment. Upon acceptance of the nomination, assignment instructions are stored in the requisition data base and electronically transmitted to the field. If the manager nonconcurs with the nomination, he/she can obtain alternate recommendations from the system.

In addition to making assignments, the Assignment Subsystem provides the capability to delete or defer soldiers. If field users have the authority to approve a deletion or deferment, they can complete the action interactively through the Assignment Subsystem as an alternative to submitting it through SIDPERS. If field users do not have the authority to approve the action, they can request a deletion or deferment electronically through EDAS. The request is sent to a

deletion/deferment manager who can act on the request or forward the request to the responsible assignment manager for comments. The assignment manager can electronically annotate his/her concurrence or nonconcurrence on the request and attach comments back to the deletion/deferment manager who then makes the final determination. Throughout this entire process, the field user can interactively monitor the current status of the request.

One important aspect of EDAS is that the system tightly controls access and what the user can do in the system. Some modules allow users to query data, while others allow updates. EDAS controls access by individual user and provides system managers with audit trails which can be used to determine who accessed or changed data in the system. Additionally, EDAS controls which records a user can query and/or update. For example, system managers can limit personnel clerks at Fort Hood to viewing information only on soldiers assigned to Fort Hood. Likewise, the system managers can limit the same personnel clerks to creating requisitions only for units stationed at Fort Hood.

The EDAS Promotion Points Update Module allows field personnel managers to post promotion point data for soldiers in grades E4 and E5 directly to the TAPDB. This function allows personnel managers to review and update the information that is resident on the TAPDB. This information is then used by PERSCOM to determine the numbers of promotions for each month by MOS. By using the Promotion Subsystem, field managers can see those soldiers, by name, who were considered eligible for promotion when the calculations were performed. If the data on the soldiers is incomplete or in error, field managers use the EDAS promotion point update and

promotion update functions to update the data, promote the soldier, or alert PERSCOM managers as to why soldiers will not be promoted. EDAS returns the promotion on the soldier to SIDPERS which then updates local data bases and the Joint Defense Military Pay System.

EDAS fully supports mobilization scenarios. First of all, the Policy Subsystem can store and maintain any number of scenarios (peace, limited mobilization, full mobilization, etc.) and the user can invoke any one of the scenarios in seconds. Second, the System can evaluate "what if" questions.

The RETAIN System. RETAIN (Reenlistment, Reclassification, and Assignment System) is a real-time automated system that identifies and reserves training spaces or assignment vacancies for potential reenlistees and determines MOS availability for soldiers undergoing reclassification based upon the individual's qualifications and the needs of the Army. It is also used to process enlisted soldiers for reenlistment or reclassification assignments. Soldier's preferences are considered only within the Army's priorities and needs.

If the soldier is requesting a MOS training space, RETAIN accesses the REQUEST system to determine if there are any Active Army in-service quotas available for the school the soldier desires. If the seat is available, it allows the Retention NCO or reclassification authority to make a reservation and puts the record on the RETAIN Wait List for an ultimate assignment in the new MOS upon completion of training. One hundred twenty days prior to the start date of the school, the Wait List manager is required to give the soldier an ultimate assignment. RETAIN is also used to process potential reenlistees for

assignments. RETAIN will determine if there are any vacancies available for the installation/overseas area the soldier desires. If a vacancy exists, it will be offered to the soldier. If a vacancy does not exist, the soldier may elect to be put on the RETAIN Wait List.

The RETAIN Wait List is for those soldiers desiring an installation/overseas area which was not available and no other area/location was available at the time of entry into RETAIN. Each week, after an update from EDAS, the RETAIN system attempts to match soldiers on the Wait List to the place they desire to go. After this process, the Wait List is printed with the remaining soldiers. The printed Wait List is given to the Wait List Manager in the Reenlistment Management Branch for processing.

RETAIN is a valuable tool that commanders, career counselors, and personnel service centers use in counseling soldiers for reenlistment and reclassification. Since RETAIN is a real-time automated system it can provide valuable, accurate information to the potential reenlistee or soldier involved in reclassification.

Reclassification. RETAIN also addresses reclassification. Reclassification is a process which provides for migration from one MOS to another. It supports policies and goals to reduce MOS overstrength and alleviate shortages. In addition to individual voluntary requests, mandatory reclassifications are necessary when a soldier loses qualification, for example, loss of security clearance, Personnel Reliability Program (PRP) disqualification, or disqualifying medical condition. (Referral of soldiers to the Disability System may be directed when it is determined there are no requirements for those MOSs in which the soldier may be

qualified.) Special reclassification programs, such as “Fast Track,” realigns MOS overages through reenlistment and reclassification. Soldiers possessing the overstrength MOS may be allowed to reclassify or reenlist for retraining without regard to ETS.

Officer Distribution and Assignment.

The Army is rarely in a position where its officer assets by career field and grade equal the sum total found in authorization documents. This is because these documents are continually amended to reflect changes in mission requirements. Moreover, documentation is generally 5-12 months behind the latest budget and force structure decisions.

Distribution Planning. The officer distribution planners and managers at PERSCOM are influenced by three principal factors in doing their job: officer assets, authorizations, and priorities. All three are in a constant state of change. Therefore, there is a need for a master distribution plan which will ensure that all commands, agencies, and activities receive, according to priority, an appropriate share of the available officer assets/inventory. The foundation of this master plan is a management tool known as the Officer Distribution Plan (ODP). The ODP brings assets/inventory, authorizations, and priorities into balance and is one of the Army’s most important documents for officer distribution planning.

The ODP Process. The ODP is produced annually based on a projected inventory of officers to the end of the budget year compared to projected PMAD authorizations. If the available officer assets matched the requirements identified through the PMAD, by branch, functional area, and grade, officers would simply be assigned

against authorizations. However, this is never the case. As with most resources,

fill the officer requirements of all major commands and activities.

OFFICER DISTRIBUTION

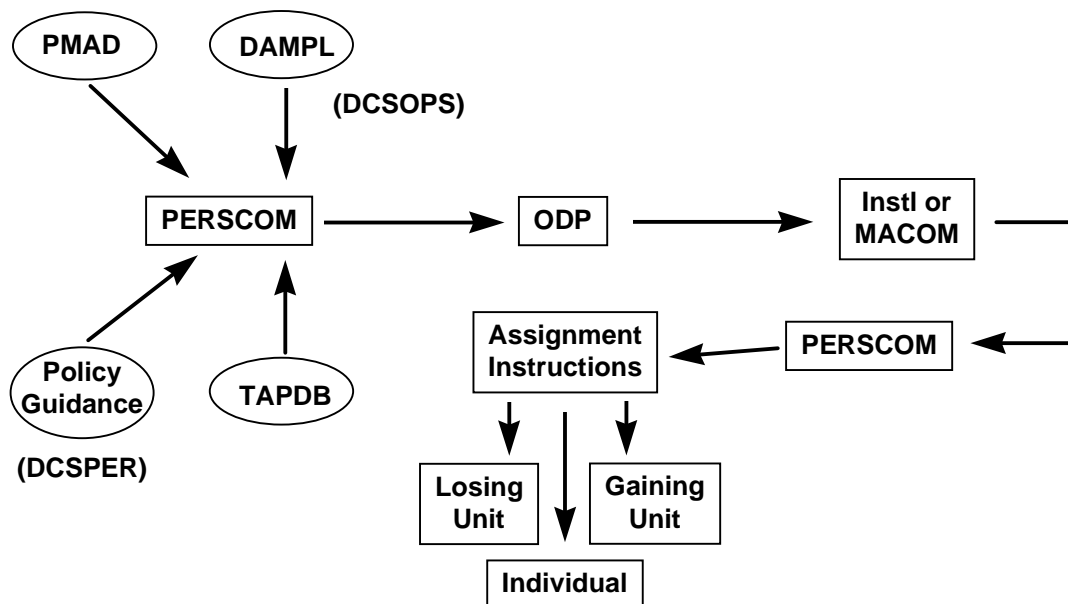


Figure 13-6

particularly in peacetime, there is always a greater demand than there is a supply, and officer shortages result. Some system of priorities is needed to help manage these shortages. That system is the Personnel Priority Group (PPG) portion of the Department of the Army Master Priority List (DAMPL). After the officer inventory has been compared with the authorizations in the PMAD, a computer system called the Personnel Priority Model (PPM) is used to resolve the differences identified. By use of the PPM, officer assets are apportioned out to the appropriate commands based on the DAMPL and any special distribution guidance as determined by HQDA (Figure 13-6).

Officer Requisition System. The Officer Requisition System is designed to

Total Officer Personnel Management Information System (TOPMIS). This is a fully integrated management information system which supports the officer management process within PERSCOM and at worldwide requisitioning activities. TOPMIS is composed of seven operational modules:

- (1) The Control module provides security of access and updating, creates individual user profiles, and provides on-line electronic mail service to all TOPMIS users.
- (2) The Strength module displays operating and projected strength down to the career management field (CMF) level for MACOMs and requisitioning activities in various report formats.

- (3) The Goaling and Monitoring module displays assignment goals for the fiscal year by grade and CMF. It is also used to plan the ODP and monitor its progress.
- (4) The Requisition module allows distribution managers and the requisition activity managers to generate, edit, validate (based on the ODP), and update requisitions. This module generates and maintains requisitions based on projected strength. The final product is a list of requisitions for career managers to fill.
- (5) The Asset/ORB module provides an on-line version of the Officer Record Brief (ORB) and the capability for on-line updating of ORB fields by career managers. This module also provides access to by-name reports of officers assigned and/or on orders.
- (6) The Assignment module provides access to personnel, requisition, and organization data; provides on-line extract/update capability from the Total Army Personnel Data Base-Active Officer (TAPDB-AO); and processes assignments generated by PERSCOM managers in the Officer Personnel Management Directorate (OPMD). Assignment instructions are transmitted electronically on a daily basis to the gaining and losing requisition activity.
- (7) The User Assistance module allows users to review data name definitions and tables of valid codes used in officer management.

TOPMIS interacts with the TAPDB-AO and is used by assignment and distribution managers of the basic branches,

medical department branches, and the Chief of Chaplains and Judge Advocate General's offices. Worldwide requisition/officer management activities can access TOPMIS through the Defense Data Network or a variety of MACOM/HQDA host-to-host systems.

Requisition Cycles. Officer requisitions are generated on an alternating bimonthly basis for either overseas or CONUS. Overseas requisitions are validated so that officers will arrive nine or ten months after validation; CONUS officers arrive five to six months after validation. As a normal rule, overseas returnees and school requirements drive the assignment system because these officers must move on time. This is largely due to tour length policies and graduation dates. Others are assigned to replace these personnel and the cycle continues.

Assignment Challenge. Assignment officers within the divisions and branches of OPMD must take into consideration a wide variety of competing factors in the process of identifying the right officers to fill valid requisitions. Some, but by no means all, of these factors are listed below. They are in no particular order, because each assignment action is unique.

- Army Requirements
- Gaining and Losing Organizations' Requirements
- Tour Equity (CONUS vs OCONUS)
- Time-on-Station
- Professional Development
- Officer Preference
- Joint Domicile
- Compassionate Situations
- Combat Training Center (CTC) Experience
- Joint Duty/Title IV Provisions

THE DEVELOPMENT FUNCTION

There must be a way of developing leadership, evaluating and rewarding those who do well, and eliminating those who do not measure up. This section will address some of the programs designed to accomplish these tasks and to create an environment which will motivate men and women to become career officers and NCOs.

Enlisted Development.

Enlisted Personnel Management System (EPMS). The Enlisted Personnel Management System provides a logical career path from PVT to SGM, career-long training, and performance-oriented evaluation. Additionally, it is designed to eliminate promotion bottlenecks, provide all soldiers of the same grade with equal promotion opportunities, make assignments more flexible, and provide greater challenge by decreasing the number of MOSs.

A key feature of EPMS is to associate five standardized skill levels for the enlisted ranks, with PVT-SPC having Skill Level 1 and MSG-SGM having Skill Level 5.

Another major feature of EPMS is the Noncommissioned Officer Education System (NCOES) which is discussed in detail in Chapter 15 of this text. EPMS and NCOES are part of the same continuum. EPMS skill levels were selected so that the vital middle-grade NCOs would be distinct and visible for management purposes.

Enlisted Evaluation System (EES). At the heart of EPMS is the Enlisted Evaluation System. It is used to assist in the identification of soldiers for assignment, promotion, reenlistment, reclassification, special training, elimination, and other personnel management actions.

The EES consists of Academic Evaluation Reports and a NCO Evaluation Report (NCOER) for SGT and above. Both reports serve as the official evaluation of duty performance and academic success and provide a record of each individual NCO's potential.

The NCO Leader Self-Development Career Models. The NCO Leader Self-Development Career Model provides enlisted soldiers a guide in the selection of self-development activities recommended by CMF proponents. Career models have been developed by subject matter experts for each CMF and will be published in *DA Pamphlet 600-25*.

The career models correspond to the Army's Leader Development process relating self-development activities to institutional training and operational assignments. The models can help soldiers establish planned, progressive, and sequential self-development programs which enhance and sustain the nine military competencies as well as required skills, knowledge, and aptitudes (SKAs). The career models also contain CMF-proponent recommended goals, e.g., licensure, certification, or academic degree, and allow soldiers to combine experience and training with self-development activities for career progression as well as goal achievement.

Activities and goals are recommendations, not requirements, and do not preclude mission assignments and training. Completion does not guarantee advancement. The career models are tools for use by supervisors and professional education counselors to help guide soldiers in their professional and personal growth. They also may be used to help soldiers prepare for NCOES and NCO functional resident courses.

The elements in the leader development process—education, training, experience, assessment, feedback, and reinforcement—create a dynamic synergy to prepare soldiers for increasing responsibilities. Self-development is the only aspect of that process over which the soldier has direct control. The career model can stimulate involvement in this vital imperative, which should be the goal of every career soldier. To foster this desire requires close cooperation between commanders, supervisors, education counselors, and the soldier.

Promotions. The objectives of the enlisted promotion system are to ensure advancement of the best qualified soldiers, to provide career incentive, to promote soldiers based on potential rather than as a reward for past service, and to identify and preclude promotion of soldiers who are nonproductive and ineffective. Three programs make up the promotion system. They include: the decentralized program which controls advancements to PV2 through SPC; the semicentralized program which controls promotions to SGT through SSG; and the centralized program which controls promotions to SFC through SGM/CSM.

Under the decentralized program, authority to appoint and promote soldiers is delegated to local commanders, but there must be compliance with standard policies and procedures established by HQDA. Promotion boards are not required.

Authority to promote soldiers under the semicentralized program is delegated to field commanders who are serving in an authorized LTC or above command position in accordance with guidance from HQDA. In this case, eligible soldiers compete Army-wide on the basis of relative standings by points attained on a standardized point

system. Soldiers recommended for promotion are required to appear in person for evaluation by a selection board. Names of soldiers selected for promotion by the board are placed on a locally maintained recommended list and grouped by MOS in an order of merit based on the total points attained under the point system. HQDA controls the number of soldiers who can be promoted in each MOS by establishing cut-off scores according to the needs of the Army. Soldiers whose scores equal or exceed the announced cut-off scores are promoted without regard to assignment. Those not immediately promoted remain on the recommended list until promoted, unless they are removed for administrative reasons or for cause. Soldiers on a recommended list may request reevaluation to improve their standing.

Promotions to SFC through SGM are centralized and a board convened by HQDA makes selections. Selections are based on the “whole person concept.” No one single factor should be considered disqualifying, but rather an individual’s entire record is given careful consideration. Selections are made on a best-qualified basis in conjunction with Army needs.

Command Sergeants Major Program.

The objective of this program is to ensure the selection and assignment of the best-qualified sergeants major, first sergeants, and master sergeants for command sergeant major positions. These positions are designated as the principal enlisted assistant to commanders of an organization with enlisted troop strength equivalent to a battalion or higher level and commanded by a lieutenant colonel or above. This is the final step on the enlisted career progression ladder, and it should be the goal of every career soldier. Boards convened by HQDA

make selections. A list of those selected is published and maintained within PERSCOM for use in appointing personnel to fill vacancies. Command sergeants major are assigned only to positions, which have been designated by the DCSPER.

Total Army Retention Program.

This program consists of the Active Component (AC) Retention and Reserve Component (RC) Transition Programs and is responsible for assisting in manning the force with quality soldiers by achieving and maintaining a balanced career content in the Regular Army enlisted force. The Retention Program also focuses on improving the quality through the retention of trained, qualified, and experienced enlisted soldiers in the correct MOS and grade. Those not retained in the Active Force, being otherwise qualified, are recruited to serve in USAR or ARNG units. AC Retention and RC Transition Program objectives are assigned to the major commands by ODCSPER while PERSCOM provides overall program and personnel management of the programs. Personnel and fiscal support of the RC Transition Program is provided by the Army National Guard and United States Army Reserve.

Qualitative Management Program (QMP). This program was developed as a means of improving the enlisted career force and consists of two subprograms—Qualitative Retention and Qualitative Screening.

The Qualitative Retention subprogram specifies that a soldier cannot reenlist beyond the time-in-service limits established for the soldier's rank. These limits are called Retention Control Points (RCPs).

The Qualitative Screening subprogram is the DA bar to reenlistment aspect of the

QMP. Regularly scheduled, centralized promotion/selection boards for SFC, MSG, SGM/CSM select individuals for promotion or retention in grade, as well as those soldiers to be barred. These boards consider the soldier's entire record using the "whole person concept," not just his/her current job or term of service. Soldiers separated with a DA bar receive a reenlistment eligibility code of "4" (no further military service authorized, any branch of Service).

Bars to reenlistment were designed as a personnel management tool to assist commanders in denying further service to soldiers whose separation under administrative procedures is not warranted, but where service beyond current ETS is not in the best interest of the Army. There are two types of Bars to Reenlistment: field imposed and DA imposed (QMP). Chapters 8 and 10, *AR 601-280*, contain the details of the field and DA bars. (Note: Locally imposed bars and DA-imposed Bars to Reenlistment are two distinct and separate actions. Imposition of one does not preclude imposition of the other).

Reenlistment is deemed a privilege and not a right. It is the responsibility of commanders, at all levels to ensure that only those soldiers of high moral character, personal competence, and demonstrated performance are allowed to reenlist in the Army. Reenlistment should be denied soldiers who by their performance, conduct, and potential indicate further service will be non-progressive and unproductive.

Under QMP, commanders must initiate separation actions not later than 60 days following the date the soldier is notified of the bar unless the soldier elects to retire, appeal, or requests voluntary discharge. If an appeal is denied, commanders will initiate separation action not later than 60 days from the date of

notification of denial. Appeals must be submitted within 90 days of completion of the option statement. Soldiers who have less than 90 days to ETS and who submit appeals may be extended until results of the appeal have been received from CG, PERSCOM.

Soldiers who have a DA-imposed Bar to Reenlistment must separate within 90 days of decision not to appeal or denial of appeal. Soldiers who have 18 but less than 20 years of service on that date may remain on active duty to attain retirement eligibility.

Warrant Officer Development.

Total Warrant Officer System (TWOS). The implementation of the Total Warrant Officer System (TWOS) in 1986, the Warrant Officer Management Act (WOMA) in 1991, the Warrant Officer Leader Development Action Plan (WOLDAP) in 1992, and the Warrant Officer Education System (WOES) in 1993 have had a major impact on the management and professional development of warrant officers. Under TWOS the Army recruits warrant officers earlier in their careers, trains them better, and retains them longer.

Every warrant officer position in the Active Army has been classified by rank based on the skills, knowledge, abilities, and experience needed in that position. Formerly there was no rank differentiation in warrant officer positions. When the review of warrant officer positions in the Reserve Components is completed, all position requirements will be ranked into one of four levels. The levels are "Entry": which includes WO1 and CW2; "Advanced" for CW3, "Senior" for CW4; and "Master" for CW5.

Warrant officer recruiting, education, and training will change to support this new requirements-based system of warrant officer management. Each year about 1,000

soldiers are selected for appointment as warrant officers. Some come directly from civilian life into warrant officer candidate training, but most come from the NCO ranks and already have several years of military service.

In the past, this enlisted service was included in personnel management decisions affecting warrant officer careers. About half of all warrants retired after 23 years of combined (enlisted and warrant officer) active federal service.

Under WOMA, decisions on promotions, training, and assignments are based on years of Warrant Officer Service (WOS). A careerist will have an opportunity to serve 30 years of warrant officer service if selected for W5. All others will have an opportunity to serve up to 24 years of warrant officer service unless twice nonselected for promotion to the next higher grade.

Warrant Officer Education System (WOES). WOES is based on a select-train-utilize concept, where warrant officers receive the training required to serve in the next higher grade only after selection for promotion. WOES consists of the following courses: Warrant Officer Candidate School (WOCS); Warrant Officer Basic Course (WOBC) (Military Education Level [MEL] 7); Warrant Officer Advanced Course (WOAC) (MEL 6); Warrant Officer Staff Course (WOSC) (MEL 4); and the Warrant Officer Senior Staff Course (WOSSC) (MEL 1).

The WOAC is a combination of common core and MOS proponent training that prepares warrant officers to serve in CW3 level positions. WOAC is provided in two phases: a non-resident common core phase and a resident phase, which includes a common core module and a MOS specific

module. Career status is required for enrollment in the non-resident phase and selection for CW3 is a prerequisite for attendance at the resident phase.

The WOSC is a resident MOS/branch immaterial course to prepare warrant officers to serve in CW4 positions. Selection for CW4 is a prerequisite for attendance.

The WOSSC is a resident MOS/branch immaterial course to prepare warrant officers to serve in CW5 positions up to the HQDA staff level. Selection for CW5 is a prerequisite for attendance.

Constructive or equivalent credit is permitted for courses that generate a change to the warrant officer's MEL code. Credit may be granted for active duty experience, service school faculty service, or for attendance at equivalent schools.

Warrant officers complete civilian schooling and MOS functional training as required.

The proponent for WOES is the Warrant Officer Career Center (WOCC) at Fort Rucker, Alabama. The WOCC serves as the TRADOC executive agent for the WOES. The WOCC evaluates Common Core instruction within the proponent specific program of instruction for WOBC and WOAC.

Warrant Officer Promotions. The active Army includes both Regular Army (RA) and Other Than Regular Army (OTRA) warrant officers. Warrant officers are promoted under a single permanent promotion system similar to the commissioned officer system under DOPMA.

Promotions to CW3, CW4 and CW5 for warrant officers on the Active Duty List (ADL) are administered at HQDA. Promotion authority to CW2 is delegated to commanders in the rank of LTC and above.

Warrant officers may be promoted to CW2 after completion of 24 months in the grade of WO1 under current policy. WOMA allows CW2 promotion consideration after 18 months in grade. Promotions to CW3, CW4 and CW5 occur at approximately six year intervals that may be adjusted to meet grade and end strength requirements. WOMA allows chief warrant officers to be considered for promotion after the completion of three years in their current grade.

The promotion opportunities for warrant officers, based on the first time considered (primary zone) population, and the ideal TWOS pin on point for warrant officer promotions are depicted at Figure 13-7. These may be adjusted to meet end strength requirements.

Warrant officers twice nonselected for promotion to the next higher grade will be discharged or retired unless selectively continued on active duty to meet a valid Army requirement.

Warrant Officer Retention Programs. Currently, Voluntary Indefinite (VI) status is offered in conjunction with promotion to CW2 to those warrant officers whose end of current service agreement (ECUR) is subsequent to 1 Oct 93. The Warrant Officer VI Board will be re-established in FY 98 to consider warrant officers for VI in their fourth year of warrant officer service.

Regular Army (RA) integration is concurrent with promotion to CW3. Officers who decline RA integration will not be promoted and shall be separated 90 days after the declination date or upon completion of any Active Duty Service Obligation (ADSO), whichever is later.

Warrant officers appointed prior to 1 October 1987, may decline RA integration in writing when promoted to CW3 and

TWOS PROMOTION GOALS

TO GRADE	PROMOTION OPPORTUNITY	YEARS AWOS
W2	FULLY QUALIFIED	2
W3	80%	8 +1/-0
W4	76%	14 +/- 1
*W5	44%	20 +/- 1

***BY LAW THE NUMBER OF CW5s IS LIMITED TO 5% OF THE WARRANT OFFICER FORCE.**

Figure 13-7

remain on active duty until completion of 20 years active federal service or until their mandatory release date. Retirement eligible officers who decline RA integration when promoted to CW3 will be separated after completing any ADSO, including promotion, unless earlier release is required to meet the needs of the Army.

Separate RA Integration Boards were discontinued during the Army drawdown. Future boards are planned to only consider exceptions; for example, an USAR CW3 who requests and is called to active duty to fill a valid requirement.

Warrant officers are released from active duty after being twice nonselected for promotion to the next higher grade unless they are selectively continued in their current grade.

Warrant Officer Management Act (WOMA). WOMA was enacted on 1 February 1993. It provides a comprehensive and uniform personnel management system, similar to DOPMA, for warrant officer appointments, promotions, separations, and retirements. The key provisions of WOMA include:

- Authorized the grade of CW5, to include pay and allowances. Maximum number of CW5s on

active duty is limited to five percent of the total number of warrant officers on active duty.

- Eliminated the dual promotion system and established a DOPMA style promotion system for warrant officers.
- Established minimum time in grade (TIG) requirement for consideration for promotion.
- Established authority to convene Selective Retirement Boards (SRB) to consider retirement eligible warrant officers for involuntary retirement.
- Established the management of warrant officers by years of Warrant Officer Service (WOS) rather than by Active Federal Service (AFS). A CW5 may serve for 30 years WOS. Retirement eligibility at 20 years AFS remains unchanged.
- Established Selective Continuation for warrant officers twice nonselected for promotion. Very limited use and normally in shortage skills.
- Modified the involuntary separation date from 60 days to the first day of the seventh month. This provision applies to warrant officers twice nonselected for promotion and

those selected for involuntary retirement.

WOMA modernized warrant officer life cycle management, offers all warrant officers the potential for a full career, provides tools to shape the force, and enhances readiness by providing the Army with a highly qualified and experienced Warrant Officer Corps.

Officer Development.

Officer Personnel Management System (OPMS). The OPMS provides a framework within which the careers of all commissioned officers, except those assigned to The Surgeon General, Chief of Chaplains, and The Judge Advocate General, are managed. OPMS consists of three major and interrelated subsystems: strength management, professional development, and evaluation.

To ensure that the Army develops the required number of officers with the necessary skills, a framework for professional development has been established. This framework consists of all OPMS career fields, with each one being a grouping of duty positions whose skill, knowledge, and job requirements are mutually supportive in the development of officers to successfully perform in the career field. Each career field contains sufficient duty positions to support progression to the grade of colonel. Military and civilian educational opportunities are also geared to the officer's career field. Army requirements and an individual's qualifications and preference are the major considerations in determining the designation of career fields.

In May 1997, the CSA approved implementation of several changes in OPMS as a result of the recommendations of the OPMS XXI Task Force.

Officer Personnel Management System XXI (OPMS XXI).

Historical Perspective. OPMS XXI is an evolutionary system that balances the needs of the Army with the aspirations and developmental requirements of the officer corps. It is the logical outgrowth of the continuum of constructive change, which has occurred to officer personnel management over many years. The Officer Personnel Management System (OPMS) was instituted in 1972 as a result of The U.S. Army War College Study on Military Professionalism and a follow-on analysis directed by the Deputy Chief of Staff for Personnel. After passage of the Defense Officer Personnel Management Act (DOPMA) by Congress in 1981, the CSA ordered a major review to examine the impact of the legislation on OPMS policies.

As a result, OPMS II was developed in 1984 to accommodate the changes brought about by DOPMA, including the creation of functional areas, dual tracking and Regular Army integration. In 1987, the CSA directed a review of officer leader development to account for the changes in law, policy, and procedures that had occurred since the creation of OPMS II. As a result of the study, the Leader Development Action Plan was approved for implementation in 1989. Over 50 recommendations representing the latest revisions to the officer personnel system were incorporated into the OPMS.

During the last decade the Army has undergone significant changes with widespread affect on the officer personnel system, brought about by the drawdown at the end of the Cold War and by major legislative initiatives. The DOD Reorganization Act ("Goldwater-Nichols") of 1986 required the Services to improve interoperability and provided the statutory

requirements for joint duty assignments, joint tour credit and joint military education.

In 1986, Congress also passed Public Law 99-145, which specified the acquisition experiences and education necessary for an officer to be the project manager of a major weapons system. This law later led to the creation in 1990 of the Army Acquisition Corps. The Defense Acquisition Workforce Improvements Act (DAWIA) of 1990 placed additional requirements on Acquisition Corps officers and directed them to single track in their functional area. Congressional Title VII (1992) and XI (1993) Legislation placed additional officer requirements on the Active Component in their support of the Reserve Components. The Reserve Officer Personnel Management Act (ROPMA) in 1996 brought the RC officer promotion systems in synchronization with the Active Component. This legislation established a best-qualified promotion system for RC officers, thereby replacing the fully qualified system previously used.

Initiation of OPMS XXI. With a 12-year span since the last formal OPMS review, the DCSPER assembled a team of senior field grade officers to examine a series of OPMS-specific issues and to determine whether a general review of the OPMS was warranted. This OPMS XXI Precursor Study Group ultimately reviewed more than 60 individual issues. Based on the collective body of these issues, the OPMS XXI Task Force convened in July 1996 to review and revise the personnel management system as necessary to ensure its viability for meeting future challenges. The Task Force focused on the development and career management of officers of the Army Competitive Category (ACC). The special branches (Chaplain, Judge Advocate General, and the branches of the Army

Medical Department) were not specifically addressed although some OPMS XXI issues and solutions dealing with education, officer evaluation, and general promotion policies will apply to them as well.

Consistent with the task of developing capabilities to meet the challenges of the next century, the Task Force linked its work with other ongoing Army planning efforts: Force XXI for the near-term, Army XXI initiatives for the mid-term and Army After Next projections for the long-term planning environment. In designing the personnel system for the future, the CSA directed the Task Force also create a conceptual framework that integrated OPMS with the Leader Development System, ongoing character development initiatives and the new officer evaluation report

The Task Force concluded that, in order for OPMS XXI to work effectively, three sets of strategic recommendations for change must be jointly addressed.

- The first recommendation called for the creation of an Officer Development System (ODS) as part of an overall Army development system. ODS will encompass and integrate officer leader development, character development, evaluation and personnel management.
- The second recommendation recognized the need to adopt a holistic, strategic human resource management (SHRM) approach to officer development and personnel management for the 21st Century.
- The final strategic recommendation by the Task Force called for the creation of an officer Career Field-based management system composed of four Career Fields: Operations, Operational Support, Institutional

OPMS XXI - Four Career Fields

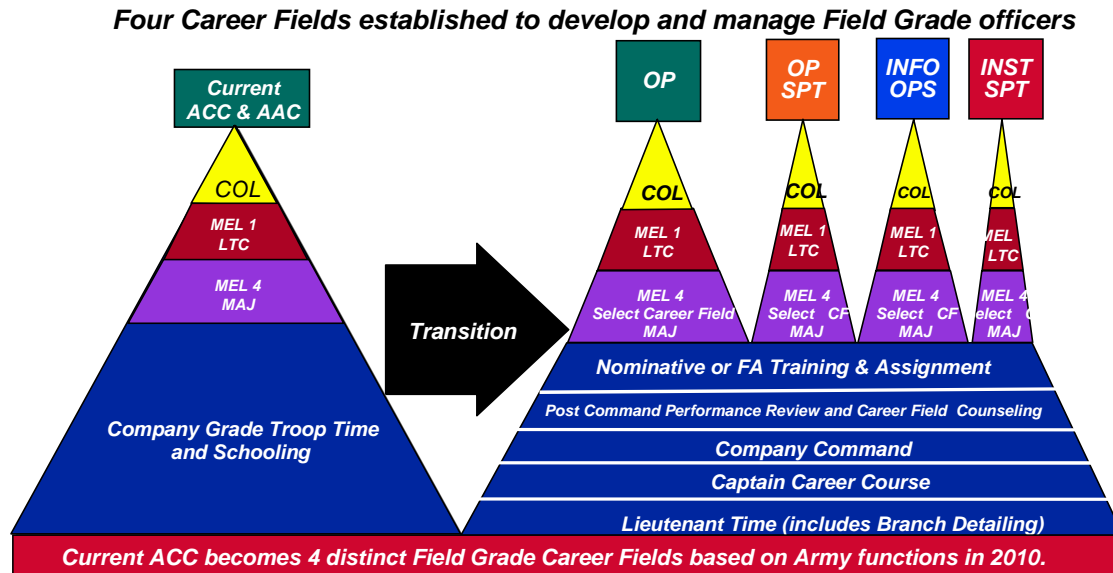


Figure 13-8

Support and Information Operations. Under OPMS XXI, officers are designated into a single Career Field after selection for major and serve and compete for promotion in their designated Career Field from that point on Figure 13-8.

The results of these strategic recommendations, approved by the Chief of Staff, Army, in December 1997, form the basis for the changes to the Officer Personnel Management System.

Fundamental Officer Management Changes. The Army needs--and will continue to need--the finest officers imbued with the warfighting ethos and with the right skills, knowledge and experience to meet effectively any challenges. Further, the Army continues to be a values-based organization,

steeped in core principles and beliefs that set the "muddy boots" soldier apart as a unique professional. In order to grow an Officer Corps with the right skills, knowledge and attributes to respond to evolving future challenges--to remain ready not only today, but also tomorrow--OPMS XXI will change many aspects of how officers are managed, developed and promoted. OPMS XXI significant actions that are beginning to affect the Officer Corps directly include:

Career Field Based Management.

Officers are developed in only one branch, and the branch will remain primary for the first ten years of an officer's career. Coincident with selection for promotion to major, all Army Competitive Category officers will be designated into one of four career fields. Officer preference will be a key factor in terms of board selection criteria

in the career field designation process. The four Career Fields are Operations, Operational Support, Information Operations, and Institutional Support. Single track management and dual track assignments are replacing the old system of "dual-track" management.

Functional Areas. Incorporating what are referred to as Nonaccession Specialties, functional areas provide a management and development system to effectively use the vast talents of a diverse officer corps. Functional areas are not related to any branch.

Multiple Career Tracks. There are a variety of career patterns (dual and single tracking) available to the officer corps to provide the flexibility to develop individual officers with different abilities based upon Army needs. Officers are managed, developed, and promoted by branch and/or functional area.

Branch Transfers. Requests for branch transfers from an overstrength branch to an understrength branch from about the third to the eighth year of service are considered. Branch transfers requested after the eighth year of service from an overstrength branch are normally approved.

Document Coding. A total review of all authorization documents was conducted to accurately code all commissioned officer positions in accordance with the revised classification system and to incorporate the three immaterial codes (01A—branch immaterial; 02A—combat arms immaterial; and 04A—personnel immaterial). Centralized approval at HQDA is required on document coding changes to control the amount and frequency of changes.

Revised Officer Classification System. Officers are no longer classified by specialties formerly called INSPECs and ADSPECs, but are classified by branch, functional area, area of concentration, and skill.

Career Fields and Functional Areas. OPMS XXI restructures the ACC by grouping interrelated branches and functional areas into officer management categories called "Career Fields." Each Career Field has a coordinator who is the senior Army leader responsible for oversight of the personnel proponents who collectively comprise his Career Field. The Career Field Coordinators are as follows:

- Operations CF: CG, TRADOC
- Info Opns CF: CG, TRADOC
- Opnl Spt CF: CG, AMC
- Inst Spt CF: Dir, ARSTAF

Officers will compete for promotion to requirements only with other officers in the same Career Fields. This will end the practice of "double counting" during promotion boards, in which selected officers count against promotion floors for their branch *and* their functional areas. Under OPMS XXI, officers selected for promotion will satisfy requirements only in their branch *or* functional area. Each Career Field will have its own unique characteristics and development track for officers which reflects the readiness requirements of the Army today and into the 21st century. The latest edition of DA PAM 600-3 reflects the new development tracks. Officers from every branch and functional area, regardless of Career Fields, will continue to fill officer generalist and combat arms generalist (01/02) positions across the Army, just as they do today. A description of the Career Fields follows:

- Operations (OP) Career Field. The OP provides the Army with officers qualified by training, education and experience in areas directly related to the deployment, employment and sustainment of land forces. It is composed of officers in the Army's sixteen basic competitive branches and two functional areas, FA 39 (PSYOP and Civil Affairs) and FA 90 (Logistician Program). Officers in this Career Field will retain their designated functional area for the remainder of their careers. Officers will be assessed into the basic branches and generally serve their first 10-12 years learning the leadership and tactical skills associated with that branch. Officers who are selected into one of the functional areas will continue to wear their branch insignia throughout their military service. Command opportunities will exist only for officers in the OP Career Field, with the exception of Army Acquisition Corps commands. Further, during the transition years of 1998 to 2002, officers already selected for battalion command will be designated into the OP Career Field.
 - Information Operations (IO) Career Field. The IO responds to the requirements of the 21st century information age, consistent with *Army Vision 2010*, which identifies "Gaining Information Dominance" as fundamental to all future Army patterns of operation. The IO Career Field brings together related disciplines with associated functional areas and creates several new ones. The functional areas in this Career Field are FA 24 (Information Systems Engineer), FA 30 (Information Operations), FA 34 (Strategic Intelligence), FA 40 (Space Operations), FA 46 (Public Affairs), FA 53 (Information Systems Management), and FA 57 (Simulation Operations).
 - Institutional Support (IS) Career Field. The IS focuses on the increasingly technical and complex nature of running the Army as an organization. The emphasis in this Career Field is management, planning and programming of Army resources, both near-term and into the future years; projecting requirements and developing capabilities in the mid and long-term. The functional areas in this Career Field are FA 43 (Human Resource Management), FA 45 (Comptroller), FA 47 (US Military Academy Permanent Associate Professor), FA 49 (Operations Research/Systems Analysis (ORSA), FA 50 (Force Management), FA 52 (Nuclear Research and Operations), and FA 59 (Strategic Plans and Policy).
 - Operations Support (OS) Career Field. The OS strengthens current readiness while building the future force through its liaison, procurement, programming and development specialties. This Career Field contains the FA 51 (Army Acquisition Corps) and FA 48 (Foreign Area Officer).
- Career Field Assignment. Career Fields will be assigned to officers through a Career Field Designation Process, under the direction of the PERSCOM. An important part of the process will be the convening of a

formal board to recommend Career Fields for individual officers, based on the files forwarded from PERSCOM. PERSCOM will identify officers in the window for Career Field designation and notify them of required actions to be taken in advance of the board. PERSCOM will also provide the board with the number of officers to be designated into each Career Field, as well as the branches from which these officers will be drawn, based on Army requirements. This process will be similar to the way in which promotion requirements by branch and functional area are determined today. The board will be charged to identify and take into consideration officer preference, aptitudes, and abilities in order to meet best the needs of the Army in assigning Career Fields to the individual officers. The Career Field designation process will include the following considerations:

- Officer Evaluation Report (OER) Input. The new OER (DA Form 67-9) requires the rater and senior rater to recommend a Career Field for all ACC captains through lieutenant colonels. When recommending Career Fields for rated officers, rating officials will consider the "whole person." Factors such as: demonstrated performance; educational background; technical or unique expertise; military experience or training, and personal preference of the officer will be important parts of the process. Career field recommendations of raters and senior raters on the OER will be an important factor taken into consideration during the Career Field designation process. Another factor for consideration will be the Officer Career Field Preference Statement.
- Officer Career Field Preference Statement. At the required time, each officer will submit to PERSCOM an email Officer Career Field Preference Statement, indicating his or her preferred Career Field. This form will not be submitted through the officer's chain of command.
- At the appropriate time, PERSCOM will forward each officer's file and preference statement to a formal board for Career Field designation.
- Career Field Designation Board (CFDB). The CFDB will be convened formally to review the officer's total file, to include the officer's requested preference, any additional information the officer may choose to submit, past performance, assignments, civil and military education, demonstrated skills/aptitudes and the chain of command's input. Based on the information submitted in each file, the CFDB will make recommendations for Career Field designation for each officer before it.
- Final Approval. The CFDB will forward its recommendations to the Office of the Chief of Staff for final approval.

Status of OPMS XXI. OPMS XXI began its phased implementation at the beginning of FY99. Over 100 management improvements have been approved for implementation. A formal issue tracking process has been established in the form of the Officer Development Update (ODU). The ODU is presided over by the CSA and twice yearly reviews the progress of OPMS XXI issue resolution and implementation.

Human Resource Management Senior Leadership

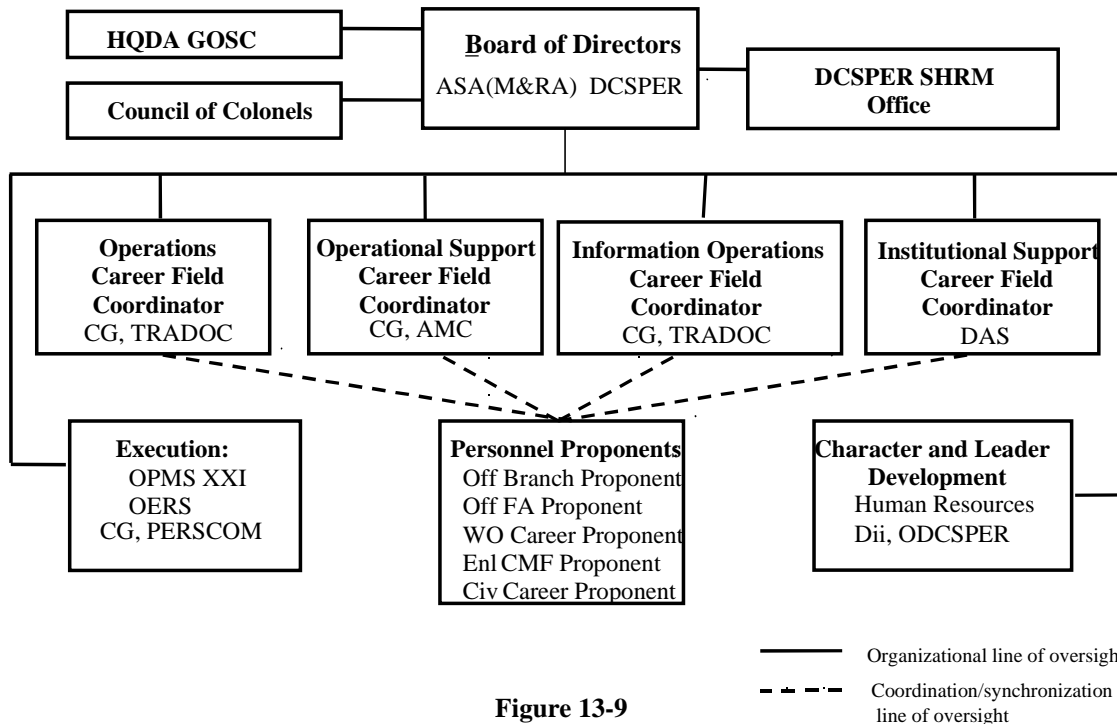


Figure 13-9

The sum of all OPMS XXI changes is contained in the form of guidance to officers and their commanders and mentors in the revised edition of DA Pamphlet 600-3, *Commissioned Officer Career Management and Development*, dated 1 October 1998. In addition to its hard-copy form, DA Pamphlet 600-3 is available on-line at two locations:
www.army.mil/opms
http://books.hoffman.army.mil/cgi-bin/bookmgr/BOOKS/p600_3.

OPMS as a Part of Human Resource Management. The preceding discussions make clear that OPMS XXI is more than just a warmed-over version of personnel management. It is an intrinsic component of the holistic development of human resources, and it has leadership and character development components. Figure

13-9, OPMS as a Part of Human Resource Development, displays the manner in which the key management and organizational elements of OPMS fit into the Army's structure to guide and develop human resources. Each of the participants discussed above fit into the human resource paradigm, and additional levels of review are in place in the form of a Council of Colonels (CoC), a General Officer Steering Committee (GOSC). The CSA's Board of Directors has, as one of their roles, oversight authority for OPMS XXI and its contribution to human resource development.

Branch Detail Program. The Branch Detail Program, beginning with FY 90 accessions, takes lieutenants from Signal, Quartermaster, Ordnance, Transportation, and Finance branches and details them to combat arms branches for two years.

Military Intelligence and Adjutant General Corps officers are detailed for four years. Chemical Corps officers are not detailed. The two-year detail is designed to provide an officer with combat arms experience in Infantry, Field Artillery, Armor, or Air Defense, followed by an assignment in his/her basic branch while still a lieutenant. The program eliminates PCS costs by assigning detailed officers only to installations, which can provide both experiences. Technical training (a short TDY course) is provided by proponent schools prior to the detailed officer assuming duties in his/her basic branch. Volunteers are requested. If the volunteer pool is to meet requirements the Accessions and Branching Board selects officers to be detailed. Additionally, all USMA graduates, beginning with the Class of '90, commissioned into a Combat Service Support or Combat Support Arms branch are detailed.

Centralized Selection for Command Positions. There are several changes to the command selection process under OPMS XXI. First, the name change from Command Designated Positional List (CDPL) to Command Selection List (CSL). This emphasizes the new preference based approach to an officer's career pattern. Second, and most significant, is the fact that all CSL commands will be filled by officers in the Operations Career Field. The CSL will include four functional categories of commands: Tactical; Training and Strategic Support; Institutional; and TRADOC Systems Managers (TSM) (colonel level only). The CSL commands include all those commands formally on the CDPL and the battalions and brigades of the USAREC. Prior to convening each command selection board, officers being considered will be

given the opportunity to indicate the functional category(ies) in which they desire to compete for selection. The board will select officers for command within the given categories and PERSCOM will conduct the slating process and recommend the specific unit or organization. The CSA has the final decision on the command slate.

Army Acquisition Corps. The mission of the Army Acquisition Corps (AAC) is to create a corps of dedicated military and civilian acquisition managers capitalizing on the operational experience of the military officers and the technical skills of the civilians. Successful weapon system development and all the support activities required throughout its life cycle requires a balance between keen regard for current operational realities and technical knowledge.

The AAC program develops world-class acquisition specialists to fill approximately 850 military and 3,000 Army civilian critical positions. Critical positions require the level of education, training, and experience stated in the Defense Acquisition Workforce Improvement Act and the DOD implementing instructions. The positions include program managers (PMs), program executive officers (PEOs) (general officer/senior executive service level), deputy or assistant PEOs/PMs, senior contracting officials, and selected positions in procurement commands, matrix support commands, and headquarters staffs.

The Army Acquisition Executive (AAE) (the ASA [ALT] is dual-hatted as the AAE), acting for the Secretary of the Army through established structure, implements DOD Acquisition Workforce policy and tailors the Army program. The Director, Acquisition Career Management (military deputy to the AAE) provides requirements to

the Deputy Chief of Staff for Personnel (DCSPER).

DCSPER provides personnel policy management for the AAC as for the rest of the Army. The Army Acquisition Corps Management Office (AACMO), Officer Personnel Management Directorate, PERSCOM, centrally manages all officer and civilian AAC members. The AACMO consists of a Military Acquisition Management Branch and a Civilian Acquisition Management Branch. Each branch manages members of its component from accession through the members' entire career life cycle.

Only qualified officers and civilians may fill critical positions. The AAC targets branch-qualified captains and civilians in grade GS-13 as candidates for competitive entry into the AAC. Once accessed into the AAC, members attend schooling and obtain acquisition experience to meet acquisition certification requirements for critical positions.

Under OPMS XXI the Army Acquisition Corps' three functional areas of FA 51, Research, Development, and Acquisition; FA 53, Systems Automation; and FA 97, Contracting & Industrial Management are consolidate into one - FA 15, AAC. As OPMS XXI transitions, AAC FA 51 will be recoded into six developmental AOCs (51A, Systems Development; 51C, Contracting and Industrial Management; 51R, Systems Automation Engineering and Acquisition; 51S, Research and Engineering; and 51T, Test and Evaluation). The population remains relatively unchanged. The total AAC is unique in that it also contains selected individuals from 11 civilian career programs. These include CP 11, Comptroller; CP 13, Supply Management; CP 14, Contracting & Acquisition; CP 15,

Quality & Reliability Assurance; CP 17, Materiel & Maintenance Management; CP 18, Engineers & Scientists; CP 23, Automatic Data Processing; CP 24, Transportation; CP 25, Communications; and CP 33, Ammunition Management.

Recognizing the difficulty in pursuing branch qualification for battalion and brigade command and at the same time achieving the acquisition requirements, AAC members are precluded from TOE command. AAC officers compete for acquisition-related TDA commands and product manager (battalion-level command equivalent) and project manager (brigade-level command equivalent) positions.

Department of the Army Acquisition Selection Boards select AAC commanders and product and project managers. Commanders normally serve three-year tours and product/project managers serve four-year tours.

AAC TDA commands include the Research & Development Centers and Laboratories, and Procurement and Contracting Offices. Product/Project managers are charged with managing and executing the day-to-day activities for development, production, and fielding of a system in accordance with approved performance, schedule, and cost requirements.

DA Pamphlet 600-3 details the professional development requirements for commissioned officers within the AAC. *AR 690-950* and The Army Civilian Training, Education, and Development System (ACTEDS) lists requirements for civilians in the AAC.

Officer Evaluation System. The Officer Evaluation System is the Army's method of identifying those officers most qualified for advancement and assignment to positions of increased responsibility. The

system includes assessments of officer performance and potential accomplished in the organizational duty environment; in an academic environment, both military and civilian; and at Department of the Army.

The Department of the Army potential assessment of an officer is a subjective judgment as to the officer's capability to perform at a specified level of responsibility, authority, or sensitivity. Although potential is normally associated with the capability to perform at a higher grade, judgments are also made by DA on retention and increased responsibility within a specified grade. The assessment is based on three major factors: the Army's officer requirements, the individual officer's qualifications, and a summation of the individual officer's performance.

The performance assessment by DA differs significantly from that accomplished in the organizational duty environment. Whereas the organizational duty assessment involves a personal knowledge of the situations surrounding a specific period of time, DA assessment is accomplished by an after-the-fact assessment of a series of reports on performance over a variety of duty positions and covering the officer's entire career.

Officer Evaluation Reporting System.

The Officer Evaluation Reporting System is a subsystem of the Officer Evaluation System. It includes the methods and procedures for organizational evaluation and assessment of an officer's performance and an estimation of potential for future service based on the manner of that performance. The official documentation of these assessments is the Officer Evaluation Report (OER) and the Academic Evaluation Report (AER).

The primary function of the Officer Evaluation Reporting System is to provide information from the organizational chain to be used by DA for officer personnel decisions. The information contained in the OER is correlated with the Army's needs and individual officer qualifications providing the basis for personnel actions such as promotion, elimination, retention in grade, retention on active duty, reduction in force, command designation, school selection, assignment, career field designation, and RA integration.

A secondary function of the Officer Evaluation Reporting System is to encourage the professional development of the officer corps. To enhance accomplishment of this secondary function, emphasis is placed on the responsibility of senior officers to counsel their subordinates. While this has always been a major aspect of leadership, continual reemphasis is necessary. The Officer Evaluation Reporting System contributes significantly by providing a natural impetus to continual two-way communication between senior and subordinate. It is through this communication that the rated officer is made aware of the specific nature of his duties and is provided an opportunity to participate in the organizational planning process. The rater uses the communication to give direction to and develop his subordinates, to obtain information as to the status and progress of his organization, and to plan systematically for the accomplishment of the mission. The senior/ subordinate communication process also facilitates the dissemination of career development information, advice, and guidance to the rated officer. This enables the rated officer to take advantage of the superior's experience when making career field or assignment-related decisions.

CAREER PROGRESSION PATTERN

TO GRADE	PROMOTION OPPORTUNITY	DOPMA PHASE POINT
FIRST LIEUTENANT	FULLY QUALIFIED	13 MOS TIS MINIMUM TIG
CAPTAIN	90%	NOT LESS THAN 2 YEARS TIG
MAJOR	80%	10 +/- 1 YEAR
LIEUTENANT COLONEL	70%	16 +/- 1 YEAR
COLONEL	50%	22 +/- 1 YEAR

Opportunity and TIS are set by policy. TIG for promotion to 1LT and CPT is set by law.

Figure 13-10

There have been nine OER systems since WW II. The first seven experienced a relatively rapid system turnover because inflation had gotten out of hand. 67-8, which introduced the Support Form process and senior rater concept was effective far longer (18 years, 1 month) than any previous system. The current OER, 67-9 is an evolution of the 67-8.

Promotions. As of 15 September 1981, the Defense Officer Personnel Management Act (DOPMA) amended *Title 10, United States Code*, for officer promotions. DOPMA, as implemented, is applicable to all officers on the active duty list. It does not apply to warrant officers. The act provides for a single promotion system for all officers (RA and Other than RA), thus eliminating the previous dual (AUS/RA or AUS/USAR) system of promotions. The intent is for promotions to be made within fairly uniform promotion timing and opportunity goals, as vacancies occur. Eligibility for consideration for promotions based on minimum time in grade (TIG) and time in service (TIS) with the below-the-zone selection rate established at a maximum of 10% (or 15% when so authorized by SECDEF) of the list for any grade above captain. DOPMA goals for promotion opportunity and phase point (i.e.,

TIS when most officers are promoted) are listed in Figure 13-10.

Officer Quality Management. The goal of the Officer Management Program is to ensure that only those individuals demonstrating satisfactory performance and possessing acceptable moral and professional traits be allowed to serve on active duty, retain their commissions, and remain on DA promotion lists.

Commanders and DA agencies are continually striving to maintain the quality of the officer corps by identifying and processing for involuntary separation those officers whose performance or professional or moral traits are deficient. To this end, the records of Other than Regular Army Officers (OTRA) are screened continually to identify officers whose degree of efficiency and manner of performance and/or misconduct, moral or professional dereliction require separation. Records selected under this program are referred to a DA Active Duty Board (DAADB), and selection by this board results in a release from active duty.

Records of RA officers are also screened but go before a Show Cause Board rather than the DAADB. In both the DAADB and Show Cause proceeding, the officer is afforded the opportunity to resign in lieu of undergoing the entire process.

Similarly, DA agencies are tasked to review promotion and command selection lists to ensure that no officer is promoted or allowed to command who has become mentally, physically, morally, or professionally disqualified after being selected. The records of officers whose fitness for promotion or command has become suspect are referred to a DA Promotion/Command Review Board which will recommend to the Secretary of the Army whether the officer should be retained on or removed from the promotion/command selection list.

The promotion system also serves as a qualitative management tool through the mandatory separation from active duty of officers who fail to be selected for promotion to certain grade levels. Additionally, reserve officers serving under an initial service obligation must demonstrate acceptable performance, professional and moral traits, in order to qualify for voluntary indefinite status.

No person has an inherent right to continue service as an officer. The privilege of service is his/hers only as long as he/she performs in a satisfactory manner. Responsibility for leadership and example requires officers accomplish their duties effectively and conduct themselves in an exemplary manner at all times.

Officer Strength Management. When manpower reductions are necessary the Army has several programs that may be applied to reduce the number of officers on active duty. When possible, reductions are accomplished through normal attrition and voluntary release programs coupled with reduced officer accessions. Because Congress directed the Services to include senior as well as junior officers when implementing officer strength cuts, Selective Early Retirement Boards (SERBs) and

Reductions-In-Force (RIFs) may be implemented when required. RIFs target mid-career officers by year while SERBs select a fixed number of retirement-eligible officers, not to exceed 30 percent of the eligible population, for involuntary early retirement. RIFs and SERBs are quantitative measures that are qualitatively administered.

Defense Officer Personnel Management Act (DOPMA). DOPMA evolved from the continued inability of the Officer Personnel Act (OPA) of 1947, as changed by the Officer Grade Limitation Act (OGLA) of 1954, to meet the changing requirements for a modern and equitable officer management system for the active forces. The intent of DOPMA was to provide all Services with an equitable, effective, and efficient system to manage their officer corps below the brigadier general level through revision of *Title 10, United States Code*.

The management objective is to provide consistent career and promotion opportunities across all Services in order to attract and retain high-caliber officers, and promote them at a point in service conducive to effective performance. The integration into a single promotion and grade authorization system of the old dual-track RA/Reserve system mandated by OGLA and OPA provides a favorable environment in which to achieve this goal. DOPMA does not mandate, per se, the creation of a regular force at the 11th year of TIS. It merely enlarges the RA officer corps. The current policy is to tender an RA appointment to all active duty captains upon promotion to major; however, this policy is subject to review.

The provisions for selective continuation of captains and majors, combined with the capability to instruct

promotion boards on skill needs, provides a mechanism through which specialty needs can be filled, while enhancing an officer's opportunity to stay on active duty until retirement. Under DOPMA, a first lieutenant who twice fails to be selected for promotion to captain is involuntarily released from active duty. By law, captains and majors may be selectively continued to remain on active duty until 20 and 24 years respectively. However, current Army policy and strength constraints preclude selective continuation of captains and restrict continuation of majors unless authorized by the SA based on the need. In FY97, the Army returned to the pre-drawdown policy to continue two time nonselected Army Competitive Category (ACC) majors to their retirement eligibility date (20 years of service). Officers not promoted and not selected for continuation will be retired or separated as appropriate. Additionally, DOPMA establishes uniform, general constructive provisions for all Services, thus recognizing that special skills acquired prior to service are essential for effective performance in special branches. This provision impacts most on AMEDD, Chaplain, and the JAG Corps accessed after the effective date of the act.

DOD Reorganization Act of 1986.

The Goldwater-Nichols DOD Reorganization Act has had significant impact on the assignment of officers throughout the Army. The congressional goal is to improve the performance of officers in joint duty positions by establishing management procedures for their selection, education, assignment, and promotion. Key provisions of the law are listed below.

Assignments. The qualifications of officers assigned to joint duty assignments will be such that they are expected to meet

certain specified promotion rates comparable to their Service headquarters and the overall board selection rate. Officers assigned to joint duty assignments will be assigned in anticipation that they will serve the prescribed tour length for their grade: two years for general officers and three years for others. Assignments for officers possessing critical occupational specialties, which for the Army are defined as the combat arms branches, may be curtailed to a minimum of 24 months under certain conditions. All graduates of Professional Joint Education (e.g., National War College, Industrial College of the Armed Forces) who are designated as Joint Specialty Officers (JSO), and a high proportion (greater than 50%) of those graduates not designated as JSO will be assigned to a joint duty assignment immediately following graduation.

Promotions. Selection boards considering officers serving in, or who have served in, joint duty assignments will include at least one officer designated by the Chairman of the Joint Chiefs of Staff (CJCS) who is currently serving in a joint duty assignment. The letter of instruction for selection boards include the following guidance: "You will give appropriate consideration to the performance in joint duty assignments of officers who are serving in, or who have served in such assignments." Prior to approval by the Secretary of the Department, the results of selection boards considering officers who are serving in, or who have served in, joint duty assignments will be forwarded by the Secretary to the CJCS. The CJCS will review the results to determine whether appropriate consideration was given to performance in joint duty assignments.

Reports. Each Secretary of a Military Department must provide periodic progress reports on their promotion rates in relation to the promotion objectives specified above.

General/Flag Officer Actions. In the absence of a waiver by the Secretary of Defense, officers selected to the grade of O-7 subsequent to 1 January 1994 must have completed a full joint duty assignment before selection or their first assignment as a general/flag officer will be in a joint duty assignment. A Capstone Military Education course has been created and all newly promoted general/flag officers must attend this course within two years after selection, unless such attendance is waived by the Secretary of Defense.

THE SUSTAINMENT FUNCTION

The sustainment function includes a broad range of activities that are focused on the well being of soldiers, retirees, and their families. The range includes, but is not limited to quality of life activities, awards and decorations, casualty and memorial affairs, housing, morale, and recreation, personnel actions, and soldier readiness.

Army Continuing Education System (ACES). ACES is a critical element in the recruitment and retention of a quality force. The ACES exists to ensure soldiers have the opportunities for personal and professional self-development. Education opportunities are offered through Army Education Centers and Army Learning Centers located worldwide. Educational programs include:

- on-duty Functional Academic Skills Training, which provides job-related instruction in the academic areas of reading, mathematics and English grammar at no cost to the soldier;

- high school completion programs for soldiers without a high school diploma;
- undergraduate and graduate college courses and programs which provide financial assistance such as the Tuition Assistance Program;
- foreign language programs for qualified Army linguists assigned overseas;
- skill development programs to prepare non-commissioned officers for Noncommissioned Officer Education System (NCOES) training;
- counseling to establish challenging yet attainable short and long-term goals; academic testing through the Defense Activity for Non-Traditional Education Support (DANTES);
- Army Personnel Testing; and training support services such as Military Occupational Specialty reference libraries and language and computer laboratories.

In addition, the Servicemembers Opportunity College Army Degree system of college and university networks promoting credit transferability and the American Council on Education/Army Registry Transcript System documenting recommended credit for soldier training and experience help soldiers earn degrees despite frequent transfers and rotations. The ACES, focused on soldiers, yet available to Department of the Army Civilians and adult family members, represents a primary quality of life program.

Equal Opportunity Program. The thrust of the Army Equal Opportunity Program is firmly embedded in fundamental American values and the basic philosophical tenet on which effective leadership and the

exercise of command is built. Army equal opportunity is resonant in leadership that is rooted in taking care of soldiers and is crucial to unit cohesion, readiness, and mission accomplishment. Ensuring soldiers are treated with fairness, justice, and equity is central to an Army culture dedicated to the highest professional and personal standards, and to sustaining our most important resource—people. It is an underlying responsibility of leaders to ensure soldiers and their families receive equal opportunity and treatment, without regard to race, color, religion, gender, or national origin, and are provided an environment free of sexual harassment.

Leaders are assisted in sustaining Army equal opportunity (EO) goals and objectives by an Equal Opportunity Adviser (EOA) at brigade level and above, and EO representatives (EOR) at battalion and company level. The EOA is a specially trained officer or NCO whose role is technical adviser to the commander. EOA positions are filled by NCOs/officers possessing the skills and knowledge characteristic of the units they will serve. EOAs are soldiers who possess military occupational specialties (MOSs) found in the brigade or installation to which they are assigned. Soldiers selected as EOAs receive 15 weeks of intensive training at Defense Equal Opportunity Management Institute (DEOMI), receive a Skill Qualification Identifier or “Q”, and then serve one special duty tour as an EOA, similar to that of a drill sergeant or recruiter. The EOA provides the commander a valuable subject matter resource for sustaining EO programs, training, and developing remedies to eliminate discriminatory practices or treatment.

The Army Casualty System. The Army Casualty System includes casualty reporting, casualty notification, next of kin assistance, mortuary affairs, burial honors, escorts, disposition of remains and personal effects processing, Line of Duty determination, and missing persons act determinations. The reporting system records, reports, verifies and processes casualty information from unit level to HQDA. Casualty information flows up, across and down the command and medical reporting chains to help account for soldiers and reportable civilians. Each management level in the casualty reporting chain verifies information as necessary to meet the 100 percent accuracy standard.

The Army Casualty Information Processing System (ACIPS) is the HQDA level management system designed to track the flow of casualty information and the status of required actions from the place of incident through final disposition. ACIPS is accessible to Casualty Area Commands, personal effects depots, and port mortuaries via modem. Units prepare and submit initial and supplemental casualty reports using ACIPS-Light, a field deployable software package, which allows units to produce casualty reports. Commanders, soldiers, and deployed civilians must ensure that casualty information is processed only through official channels as For Official Use Only information until notification of next of kin has been verified.

THE TRANSITION FUNCTION

The transition function includes a broad range of activities focused on ensuring soldiers and their families are treated with dignity and respect and assisted in every way possible as they transition from the active component to a reserve component and/or

civilian status. Selected transition activities are described in greater detail below:

The Army Career and Alumni Program (ACAP).

The ACAP orchestrates a broad spectrum of programs and services designed to assist soldiers in making critical career and transition decisions. These highly organized and professional services are available from 70 operating locations in 26 states and five countries. ACAP provides transition services to soldiers, Department of the Army Civilians and their family members. Reserve component personnel are also eligible to receive ACAP services upon serving a minimum of 180 consecutive days of active duty immediately prior to separation.

ACAP is not a job placement service but instead a program through which a wide range of services are made available to users through a combination of Department of Defense, Department of Labor, Department of Veteran Affairs, U.S. Army and contractor provided services. Transition counseling and career planning are the cornerstone services that assist the user to properly focus on their career path and the value of their experience should they remain on active duty or transition to civilian life. Individuals using ACAP services have access to an abundance of reference materials and a wealth of information about benefits, civilian employment opportunities, career planning and services available through many federal, state and local government agencies.

Participation in ACAP is mandatory for all active duty soldiers who are separating or retiring. Individuals are encouraged to start using ACAP services 180 days before their separation date. Eligible individuals may continue to use ACAP for up to 90 days after separation.

Referral to ACAP is mandatory for civilians who are departing because of force alignments, reductions in force or base closures. ACAP participation is optimal for transition of family members and eligible reserve component soldiers.

ACAP establishes a strong partnership between the Army and the private sector, creates a recruiting multiplier, improves employment prospects for transitioning personnel, reduces unemployment compensation costs to the Army and allows career soldiers to concentrate on their mission. ACAP is an enduring program, institutionalized into the Army culture and life cycle functions.

Army Retirement Services Program.

The Department of the Army has a worldwide network of Retirement Services Offices to assist retiring soldiers and their families make a smooth and successful transition into retirement. Each major Army installation has a full-time, paid employee, called a Retirement Services Officer (RSO), to administer this program. The program prepares soldiers and family members for retirement by providing assistance and information on their benefits and entitlements. These services are available to the surviving spouses of retired soldiers.

The RSO conducts a periodic preretirement briefing, which covers subjects from computation of retired pay to survivor benefits. Soldiers must attend a preretirement briefing between submission of their retirement application, but no less than 120 days before retirement. Spouses are encouraged to attend. The RSO also provides mandatory Survivor Benefit Plan (SBP) counseling to these individuals. By law, retired pay stops with a soldier's death unless the soldier is enrolled in SBP. The soldier makes the SBP decision before

retirement. In addition to SBP counseling, the RSO provides a printout comparing SBP to commercial insurance. The RSO has videos on preparing for retirement and SBP that may be borrowed by soldiers or their spouses.

The DA Retirement Services Office provides policy guidance to the installation RSOs and is also responsible for publishing "Army Echoes," the quarterly newsletter sent to all retirees and retirement eligible active duty personnel. He also administers the Chief of Staff's Retiree Council and the Survivor Benefit Plan Program and monitors the operation of the Armed Forces Retirement Homes.

Retiring from the Army constitutes a significant lifestyle change. If not prepared for properly, retirement can be extremely difficult. The RSO is the soldier's tool to assist in making the transition easier and more enjoyable.

Separation.

Separation includes voluntary and involuntary release from active duty, discharge, nondisability retirement, and physical disability retirement.

Because the type of discharge and character of service are of such great significance to the Service member, it must accurately reflect the nature of service performed. Eligibility for veterans' benefits provided by law, eligibility for reentry into service, and acceptability for employment in the civilian community may be affected by these determinations.

Enlisted Separation.

An enlisted soldier may be separated upon expiration of term of service (ETS) or prior to ETS by reason of physical disability (see below), sentence of general or special

court-martial, or one of the administrative separation programs prescribed in *AR 635-200*. Both voluntary and involuntary administrative separation actions are outlined in *AR 635-200*.

Voluntary separations are initiated by the soldier. Reasons include hardship/dependency, surviving family members, acceptance into an ROTC program, orders to active duty as an officer or warrant officer, defective enlistment, pregnancy, for the good of the service in lieu of trial by court-martial, and early separation when denied reenlistment. Soldiers who have tested positive for the HIV antibody may request discharge under Secretarial authority. Soldiers may also be allowed to separate early to further their education.

Commanders may initiate involuntary separation proceedings for parenthood, personality disorder, concealment of an arrest record, fraudulent or erroneous entry, alcohol or drug abuse rehabilitation failure, failure to meet body composition/weight control standards, entry-level performance and conduct, unsatisfactory performance, misconduct, or homosexual conduct. To separate a soldier involuntarily, the unit commander must notify the soldier in writing. Any involuntary separation action involving a soldier with six or more years of total active and reserve military service entitles the soldier to a hearing by an administrative separation board. If the soldier has 18 or more years, the board is mandatory and cannot be waived. Administrative discharges of soldiers with 18 or more years of Active Federal Service (AFS) must be approved at the Secretariat level.

Discharge certificates are furnished only to soldiers who are honorably discharged or discharged under honorable conditions. All soldiers leaving active duty

are issued a DD Form 214, Certificate of Release or Discharge from Active Duty. The DD Form 214 documents the characterization of service, except when a soldier is separated while in an entry-level status. Entry-level separations normally have service described as “uncharacterized.” Honorable, general, and under other than honorable conditions characters of service are assigned administratively. Bad conduct and dishonorable discharges are issued upon conviction by a court-martial.

Enlisted Nondisability Retirement System.

To qualify for voluntary retirement, an enlisted soldier must be on active duty and have completed 20 or more years of AFS on the retirement date. A soldier who has completed 20 years, but less than 30 years AFS and who has completed all required service obligations may be retired at his or her request. Enlisted soldiers who have completed 30 years AFS have the vested right under law to retire and may not be denied. DA policy requires that all service obligations incurred by promotion, schooling, or PCS be completed prior to approval of voluntary retirement of soldiers with less than 30 years’ service. However, a soldier may request waiver of a service obligation, and approval would depend upon whether the best interests of the Service are involved or whether a substantial hardship might exist should retirement be denied. Enlisted retirements are normally approved by field commanders of general officer rank. Enlisted soldiers retire in the grade they hold on the date of retirement unless they have 10 years active commissioned service. Additionally, enlisted soldiers who have completed 30 years combined active and retired list service may be eligible for advancement on the retired list to the highest

grade held satisfactorily. Requests for grade determination are acted upon by HQDA.

Officer Nondisability Retirement System.

There are two types of retirement—voluntary and mandatory. To qualify for voluntary retirement, officers must have completed at least 20 years’ AFS on their retirement date. All Service obligations incurred must be completed unless waived by HQDA. Mandatory retirement dates are established by law and only in very rare cases are individuals retained on active duty beyond these dates. LTCs and COLs may remain until 28 and 30 years respectively, unless involuntarily retired through the selective early retirement (SERB) process.

While MAJs and below must have served six months in their grade to retire at that grade, LTCs and COLs must normally serve three years in grade to retire in that grade. Some programs like the Voluntary Early Release and Retirement Program (VERRP) can waive one year of the three-year obligation, subject to a 2% limitation imposed by Congress. Officers who are selected by SERB retain their grade regardless of time held.

Temporary Early Retirement Authority (TERA).

The FY99 National Defense Authorization Act (NDAA) has granted a further extension to the temporary additional management tool to draw down the force first authorized by the FY93 NDAA. TERA allows members on active duty with 15 but less than 20 years service to apply for early retirement. This authority was used extensively during the drawdown, primarily for nonselect officers and those in overstrength skills or specialties. The current authority for this program runs through FY03.

Physical Disability Separation.

The laws governing physical disability separation from a military Service provide for the retirement or separation with severance pay of a member who is determined to be unfit by reason of physical disability to perform the duties of his office, grade, rank, or rating. When a member, at the time of separation, is considered fit to perform his duties, he must be separated or retired under programs already discussed. It is possible, of course, to receive a nondisability separation and still have physical disabilities, which could affect potential for civilian employment. In this instance, one may qualify for compensation for those disabilities from the Department of Veteran Affairs.

SUMMARY

The primary purpose of the Military HR Management System is to satisfy valid Army requirements and, insofar as practicable, accommodate the legitimate needs of its members. The system is a complex, dynamic, multifaceted mosaic of interacting subsystems, which interface in a variety of ways with all other major Army systems. A tremendous state of flux and uncertainty exists today as the Army transitions to a smaller, more flexible force and to new steady state. During this period of significant change, personnel decisions must be based on careful, comprehensive review and analyses from a holistic perspective. If this concept is not followed, serious, far-reaching second- and third-order effects could impact very negatively on the people in the Army, as well as the readiness of the force.

The processes designed to structure, acquire, train, educate, distribute, sustain, professionally develop, and separate soldiers

must be continuously evaluated and refined to ensure they support current and future Army requirements. The subsystems within these processes must have the flexibility to meet the needs of the Army not only as the force reduces in size, but also if expansion is required. Whether the Army is reducing or expanding, there are a few critical operating principles to guide decision makers as they choose between difficult, challenging options in either scenario: maintain force readiness at the prescribed levels; maintain quality in recruiting, retention, and development programs; make changes in a balanced and orderly way throughout all grades and specialties, both officer and enlisted; maintain current board selection functions to continue to build on the best; additionally, use boards to reduce the force as well as to offer recall; rely on Reserve Components; protect quality of life; and, finally, in order to reduce uncertainty, ensure there is an understandable, comprehensive plan.

This chapter was designed to provide a broad overview of the personnel management system in order to describe how the major processes are designed to interact. During the next several years the policies, functions, and processes within every one of the personnel management subsystems will be continuously challenged to ensure Army requirements are satisfied and to take care of its most important resource—people.

The following web sites contain valuable current information on military human resource management policy and programs.

www.perscom.army.mil

www.army.mil/opms/

www.dcsper.army.mil

www.usarec.army.mil

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